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ABSTRACT

United States Employment Service (ES) characteristics related to recruitment and job search activities in 20 middle-sized American cities from July through December 1974 are described in this report based on interviews with approximately 600 employers and 2,000 job seekers. Part 1 covers employer recruitment and job search, focusing on the role of the ES. Part 2 covers the experiences, attitudes, and perceptions about the ES of user and non-user employers. A brief glossary of terms and expressions used in the report is included, as well as a 37-page precis of all principal findings. Findings presented include these: That the ES places high among formal methods used by job seekers; that it generally satisfies the needs of those who use it; and that among non-users, the reasons have more to do with the ease with which they find workers or jobs than with negative opinions. It is suggested that with an improved method to match those job seekers and employers who traditionally use the ES, a significant improvement in ES placements could be obtained without a corresponding increase in listings or applicants. Some tables are included in the text; the majority, along with the study design and methods, are in Volume 2, (the appendixes of this report). (TA)

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RECRUITMENT, JOB SEARCH, AND THE UNITED STATES EMPLOYMENT SERVICE

VOLUME I: FINDINGS AND CONCLUSIONS

December 31, 1975

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INTRODUCTION

This report presents the findings and conclusions of the Study of Job Search, Recruitment, and the United States Employment Service (USES). It is based on a survey of recruitment and job search in 20 representative cities from 100,000 to 250,000 in population* during the period from July through December, 1974, and involved interviews with approximately 600 employers and 2,000 job seekers. The study was performed under contract with the United States Department of Labor (Contract No. 20-42-74-34) by Camil Associates, Inc., in association with KETRON, Inc., which was responsible for sampling and data reduction.

SCOPE AND LIMITATION

This study is the first major effort to determine the role of the USES in the labor market turnover of a significant segment of American cities. To achieve this goal, the study design wedded employment service characteristics to recruitment and job search activities in the areas served by these offices. This was no simple task.

Few data linked job search activity with employer recruitment. Except for job vacancy information for manufacturing employers, or references about the number of job searches being undertaken based on Unemployment Insurance reports and the Current Population Survey (CPS), the movement of workers into and out of jobs in any area is little understood. Although one could attempt to produce such data by means of a large household survey,** and an appropriate, simultaneous sample of all employers, such a study would be prohibitively expensive.

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* There are 97 such cities in the United States. The 20 sampled cities were: Baton Rouge, La., Cambridge, Mass., Charlotte, N.C., Chattanooga, Tenn., Columbus, Ga., Fort Lauderdale, Fla., Glendale, Calif., Greensboro, N.C., Hammond, Ind., Lexington, Ky., Portsmouth, Va., Riverside, Calif., St. Petersburg, Fla., South Bend, Ind., Spokane, Wash., Springfield, Mo., Topeka, Kans., Trenton, N.J., Yonkers, N.Y., Youngstown, Ohio.

** The "Job Finders Survey," which was combined with the CPS for January, 1973, used this method. In all, about 50 thousand households were surveyed. These provided about 10 thousand job searches and about three thousand searches involving the ES.

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The problem in designing a reasonably compact study lies in the fairly low degree of use made of the employment service (ES) by employers and job seekers. Since the ES penetration is 20 to 30 percent, depending on the activity of interest, a statistically adequate sample of job seekers or employers who used the employment service would have to come from a much larger sample of all job seekers and employers. To overcome this problem, the Study of Recruitment and Job Search employed an elaborate, composite sample, taken from several different universes.

First, two samples of employers were drawn. One was selected from the ES 202 listing of all employers covered for Unemployment Insurance, now including nearly all establishments except for certain exempt non-profit and governmental units. This sample represented all covered employers in the universe of moderate cities who hired during the last six months of 1974. The other sample of employers was selected from the open and closed job order files in each local ES office included in the study. This sample represented known users of the ES, and magnified the experiences of those employers in the general sample who used the employment service.

Second, two samples of job finders were then drawn from the two employer universes:

- A sample of those job finders (employees) hired by all establishments (represented by the ES 202 sample) during our period of interest.

- A sample of all job finders (employees) hired by establishments known to be users of the employment service (represented by the open and closed job order sample).

Third, a sample of job seekers who had requested job search assistance from the employment service was taken directly from the active and inactive files of the ES offices included in the study. This sample represented those job seekers using the employment service.

These five sampling units (general employers, employers using the employment service, job finders obtaining work from the general employers, job finders obtaining work from ES-listing employer, and job seekers using the employment service) fit together to form a composite picture of job search and recruitment activity in the sample cities except for employers not covered by unemployment compensation, and job seekers who were not successful in their job searches. The structure of the sample design, and the relationship of the samples to study findings, is shown in Figure A.

This sample design has several advantages. First, significant classes of employers and job finders are isolated at the outset, ensuring an adequate representation at the completion of the study, regardless of the actual penetration of the employment service. Second, because of the "blow-up" effect of the sub-samples, the overall sample could be rather small, relatively inexpensive, and yet be reasonably expressive of specific ES experiences.

Although the findings obtained through this sampling frame provide a good overview of job search and recruitment activity, they cannot be considered as being universally valid, and the findings and conclusions in the body of this report must be considered within the context of the study contraints:

- The study was limited to medium-sized cities representing only 15 million Americans.
- The discussion of job search patterns does not include those searches made by persons not able to find work.
- The findings describe the job search and recruitment activity during a depressed period of our economy. Almost all hiring covered was for normal turnover, with virtually none being for business expansion or recovery.
- The findings are based on a small sample, too small to be disaggregated to the levels which would be necessary to unravel completely the

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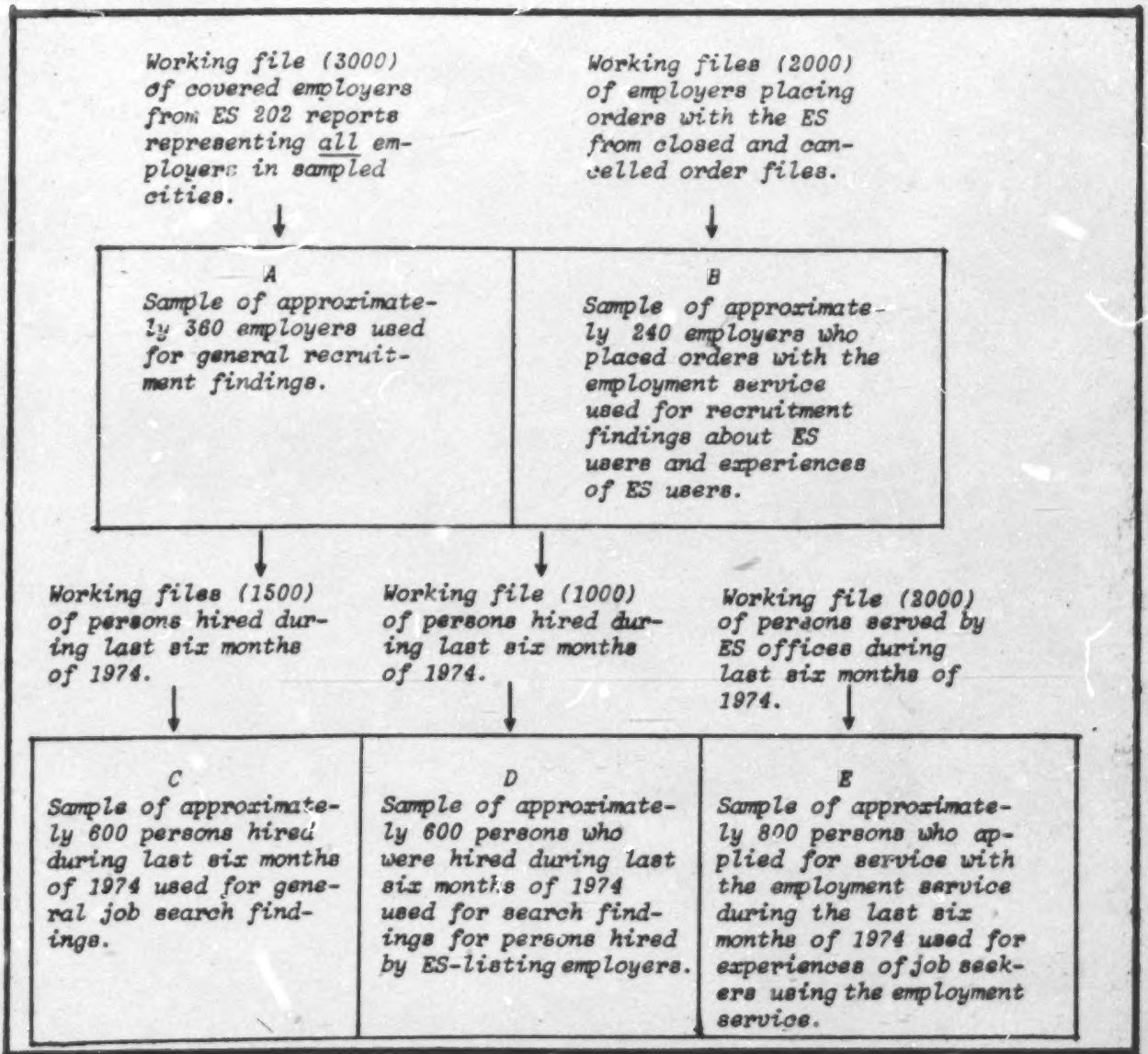
Working file (3000) of covered employers from ES 202 reports representing all employers in sampled cities.
Working files (2000) of employers placing orders with the ES from closed and cancelled order files.
A
Sample of approximately 360 employers used for general recruitment findings.
B
Sample of approximately 240 employers who placed orders with the employment service used for recruitment findings about ES users and experiences of ES users.
Working files (1500) of persons hired during last six months of 1974.
Working file (1000) of persons hired during last six months of 1974.
Working file (3000) of persons served by ES offices during last six months of 1974.
C
Sample of approximately 600 persons hired during last six months of 1974 used for general job search findings.
D
Sample of approximately 600 persons who were hired during last six months of 1974 used for search findings for persons hired by ES-listing employers.
E
Sample of approximately 800 persons who applied for service with the employment service during the last six months of 1974 used for experiences of job seekers using the employment service.

FIGURE A: Structure of Sample Frame*

* Boxed in areas show the five samples used to develop data. Sample A was used for characteristics of employers in the area and their recruitment patterns. Sample B was used for characteristics of ES-listing employers and their recruitment patterns and experiences with the ES. Sample C was used for general characteristics of job finders in cities and their job search patterns. Sample D was used for characteristics and job search patterns of persons hired by ES-lising employers. Sample E was used for the characteristics of job seekers using the ES and their experiences with the ES.

related activities of job seekers and employers.

Despite these limitations, the information contained in this report provides a good starting point for understanding the recruitment and job search process, and the role of the USES in it. In broad outline, most findings are probably representative of job search and recruitment activity, regardless of when or where conducted.* And, although some data may not be valid outside of the range of cities and time period studied, the methods employed to obtain them could be extended to any time or any place -- perhaps the most important legacy of the study.

CONDUCT OF THE STUDY

At each site, employers in the general working file, sampled from the ES 202 reporting system, were called to find out if they had hired or attempted to hire anyone during the last six months of 1974 (the critical incident period of the study). If they had not, a note was made of this, and a replacement employer (controlled by SIC code and size) was substituted. If the employers had hired, a personal interview was arranged and a detailed questionnaire about their establishment, their recruitment activity, and their experience with the state employment service (if any) was administered. In addition, they were asked to provide the names of all persons hired by the establishment during the period of interest.** Similarly, all employers who placed orders with the ES during the period were called, an appointment made, and similar information obtained.

Telephone interviews were then conducted with the sample of job finders who had been recently hired from both classes of employers, as well as with the sample of job seekers specifically drawn from the ES files.

* For example, the findings are very similar to the Job Finders Survey except for variations which could be explained by the nature of the cities covered, and the period of interest.
** A sample was taken from very large employers.

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Again, in the event that a job finder or job seeker could not be located, a suitable replacement was selected. These interviews covered the detailed job search behavior for the given period. Employment service users were also asked questions about their service history and their opinions of their ES experiences.

Finally, each employment service office was reviewed over a period of several days to determine its structure, organization, and approach. This provided data about ES activities which could be related to the findings on job search and recruitment. Moreover, it enabled the study to determine if variation in ES office structure had any noticeable effect on job search or recruitment activity, or on the degree of satisfaction of the user.

CONTENTS OF THE REPORT

Unlike many reports, this report is not intended to be read from front to back, and cover to cover, except perhaps by the professional USES administrator. The study covers so many different aspects of the labor market and employment service operations, in such detail, that it is unlikely that each area will be of interest to each reader. Therefore, the remainder of the report is organized to facilitate access to specific study findings by persons having different areas of interest.

The first section of the report, immediately following this introduction, provides an extensive precis of all principal findings. This precis is actually a small, self-contained report, and should cover all the material needed to satisfy the reader interested in a broadbrush treatment of job search, recruitment, and the employment service. In addition, the precis contains its own summary of study highlights for those readers interested only in the major findings of the study, and the most important conclusions. Both the precis as a whole and the brief summary of highlights were prepared to be separable from the body of the report.

The body of the report consists of two principal parts: Part One, covering employer recruitment and job search, focusing on the role of the employment

service; and Part Two, covering the experiences, attitudes, and perceptions about the employment service of using and non-using employers.

Part One is divided into three sections. The first is a background section designed to help the reader visualize the characteristics of the cities, the employers, the job seekers, and the employment serivce offices included in the study. Since the study was conducted in an admittedly restricted segment of America, any reader interested in a better feeling for the character of what was studied should refer to the background. For those simply interested in the results of the study, this section may be skipped.

Section Two covers employer recruitment, beginning with an overview of the characteristics of and differences between employment service users and non-users. The remainder of the section treats, in detail, recruitment activities. Section Three covers job search activities, again beginning with an overview of the characteristics and differences between employment service users and non-users. The remainder of the section treats, in detail, all job search activities.

Part Two is divided into four sections: Section One covers the experiences of employers with the employment service, and user and non-user attitudes and perceptions of the employment service; Section Two covers similar areas for job seekers; Section Three analyzes standard attitudes and questions about the employment service administered to both users and non-users; and Section Four provides an admittedly unscientific compendium of the actual comments of employers and job seekers from which the statistics in all the other sections were derived. For those interested only in "the data" produced by the study, this section may apper to be gratuitous. But for those who would like some of the flavor of employer and job seeker views, this concluding section may well be the most interesting of all. Following this last section of the report is a brief glossary of terms and expressions.

Because of the sheer volume of tables discussed in the report, there was no practical way to integrate them into the body without impeding the flow of the text. Therefore, references to tables are made through marginal table calls organized by Part. For example, the table reference "Table 2-5" would refer to the fifth table of

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the second part, and "Table 1-9," the ninth table of the first part. All tables are contained in a separate volume, Volume Two, so that they may be easily coordinated with the text.[4] With a few exceptions, tables are referenced in sequence. In addition, certain illustrations and important tables are contained in the body itself. These are referred to as Figures, and follow, as close as format will allow, the reference.

Finally, following the Tables in Volume Two is a discussion of the methods and conduct of the study, Attachment B. The statistically inclined reader interested in the details of sample design, data analysis, and estimate precision should refer to this Attachment. Others may ignore its existence entirely.

[4] In the Precis, both tables and text are contained in the body.

PRECIS:
RECRUITMENT, JOB SEARCH, AND THE UNITED STATES EMPLOYMENT SERVICE

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PRECIS:

RECRUITMENT, JOB SEARCH, AND THE UNITED STATES EMPLOYMENT SERVICE

The study of Job Search, Recruitment, and the United States Employment Service (USES) attempted to describe, for the first time, the overall labor exchange activities within a large class of American cities: those with populations between 100,000 and 250,000. The study objectives included the description of:

- Recruitment and job search activities during the last six months of 1974, and the role of the employment service (ES) in each activity.
- Characteristics of job finders and employers who used and who did not use the employment service, and the reasons for use and non-use.
- Use made of the employment service by employers and job seekers and the extent to which the ES satisfied their recruitment and job search needs.
- Alternative ES configurations and services and their influence on either the degree to which the ES was used by employers and job finders or the degree to which the ES satisfied their recruitment and job search needs.

To achieve these objectives, employment service activities were examined in each of 20 sampled middle-sized American cities, and interviews were conducted with approximately 600 employers and 2,000 job seekers representing those who used and those who did not use the employment service.

In general, the study succeeded in fulfilling the objectives. *However, certain constraints may limit the degree to which the findings can be generalized to other areas and other times.* First, neither the cities nor the time period of the study may be representative of the nation during

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normal periods of employment. The cities are too compact to represent the giant megalopolises of America, and too large to represent the small cities and towns of America. The timing was also unfortunate in that the unemployment rate was rapidly increasing to abnormally high levels during 1974, meaning that hiring activity was probably atypical of that occurring during a stable, normal labor market. Second, certain classes of recruitment were deliberately excluded from the study: governmental hiring, domestic day labor, and agricultural employment. Third, the study of job search was developed from a sample of persons actually finding work during the last six months of 1974. The unsuccessful or discouraged job seekers, except for those using the employment service, were not included.

This Precis of the material presented in the report on job search, recruitment, and the role of the USES is in two parts. The first part, "Highlights," presents a capsule view of only the most important study findings and conclusions. The second part, "Summary of Findings," is sufficiently detailed in order for the reader to have readily available, in a condensed form, all principal areas covered in the body of the report itself. Together, these two parts are intended as a mini-report of the study, containing enough information so that for most purposes the body of the report will not have to be consulted.

HIGHLIGHTS

During the last six months of 1974, the employment service was consulted by about 25 percent of all employers and 28 percent of all job finders in middle-sized American cities. At one time or another, about one-half of all employers and job finders in these cities had consulted with the ES as a part of their recruitment or job search activities. Specific findings about these search and recruitment activities are:

- Most recruitment and job search comprise simple, informal methods such as direct application to employer, consultation with friends, relatives, or business associates. These methods appear to be quite effective in matching workers to jobs since they accounted for filling two-thirds of all vacancies.

- Of the formal methods (newspapers, the employment service, private agencies, unions, and other placement organizations), the employment service is the second most commonly used (following newspapers), and the second in the number of persons placed in openings (again following newspapers). However, all formal methods combined match only about one-third of all workers to their jobs; *the employment service only about one worker in 17.*

- Contrary to popular belief, and a number of publications, the employment service is used primarily by large, structured employers. Moreover, the salary for jobs listed with the employment service is similar to that generally obtained in the area. The small, marginal employer -- usually thought to be the mainstay of the employment service -- seldom lists vacancies with the ES.

- Because of their size, the 25 percent of employers who use the ES represent 36 percent of all vacancies. Moreover, the tendency among employers who use the ES is to list most of their "orders" with the ES, i.e., the employer with two or three recruitment categories was likely to list several or all with the ES. Overall, employers who used the ES listed with it over 70 percent of all their orders during the study period. Those categories not listed were usually in the professional, technical and managerial areas.

- Except for size, employers using the ES tend to be similar to all employers in middle-sized cities except that a lower than average percentage of financial and construction employers use the ES and a higher than average

percentage of manufacturers. The distribution of job categories and of job openings received by the ES is also similar to that generally available in the communities. The ES receives, however, a slightly lower than average percentage of professional, technical, managerial, and clerical and sales categories and a somewhat higher than average percentage of service, machine trades, and bench work orders.

- Job seekers using the employment service also tend to be similar to the general job seekers, except that a lower than average percentage of professionals and a higher than average percentage of persons with clerical or sales skills consult with the ES. A higher than average percentage of veterans and union members also use the ES as a part of their search.

- The employment service is used by both job seekers and employers as but one of several (usually three or four) methods. Employers see it primarily as a source of qualified referrals as opposed to an agency providing careful screening -- the main reason for using the private agency. Almost all job seekers who use the ES are primarily interested in obtaining referrals or job information.

- Between users and all employers and job seekers, there are some anomalies. For example, employers list a disproportionately small percentage of their clerical and sales orders with the employment service, while a disporportionately high percentage of persons with clerical and sales skills are using it.

- The employment service has a relatively stable market for its services. Eighty-four percent of using employers considered their most recent search involving the ES typical of their ES use. Only 11 percent of employers were new to ES;

only seven percent said they would not reuse it. Similarly, most job seekers who used the ES were repeat users; and most (85 percent) indicated they would use it again.

- The penetration of the employment service expressed as a ratio of ES listings to total openings in a community is virtually unaffected by variation in ES operations. It is almost exclusively dependent on characteristics of area employers. Moreover, increased penetration in listings would not necessarily be tied to placement rates: ***high placement rates were obtained by offices with low levels of job listings.***

- The penetration of the employment service, expressed as a ratio of ES applicants to all job seekers in the community, is influenced by several office features, most noticeably office size, the larger offices having much larger penetration among *all* job seekers. However, when only those job seekers who were eventually hired by ES listing firms were examined, the situation was reversed: the smaller office had the larger penetration. This second rate may be the more significant since it implies a better match between job seekers and available jobs, demonstrated by a higher placement rate for such offices. A higher ***overall*** penetration rate may not necessarily imply a higher ***effective*** penetration rate.

- Non-users do not avoid the employment service because of a lack of knowledge of its services or because of negative views. Their comments about the employment service tended to be nearly as favorable as the users. Non-users do not use the employment service simply because they do not believe they need it.

- Most users, regardless of whether they find a job through the employment service, have positive attitudes about the employment service. In general, users felt the staff were capable and courteous, the offices attractive, the locations convenient and in good neighborhoods. The only negative views often expressed were the ability of the staff actually to find jobs and the lines in the office.

- Most employers and job seekers also have favorable opinions of the services they receive. Forty-six percent of employers who used the service expressed positive opinions about the service they receive compared with only 28 percent who expressed negative views. (The remainder were neutral in their assessments of the ES). Among job seekers, 80 percent of those obtaining a job from the employment service held positive opinions of the service, as might be expected. However, 70 percent of those who did not also had favorable opinions of the service.

- Office variation does not influence the perceptions of job seekers. Other factors such as the service received and the expectation for service tended to obscure the effects of ES variation. However, ES variation does influence the perception of employers. Specifically, the degree to which a personal (as opposed to anonymous) relationship existed between the office and the employer seemed to improve the employer's perception of the service received.

- Service from the employment service now means, almost exclusively, referrals and referral related activities, including the use of the Job Information Service. Only 20 percent

of all persons were counseled, 15 percent tested, six percent provided or referred to other programs. This represents a significant departure from the late 1960's when the employment service emphasized employability development.

- The ability of the ES to place an individual is strongly affected by the applicant's characteristics. For example, persons with some high school were placed nearly twice as often as persons with less than a ninth grade education. Significantly, the difference was not due to employer rejection but due to the probability of being referred to employment in the first place (15 percent for those without high school compared with 45 percent for those with at least a ninth grade education).

- Salaries for jobs listed with the ES are comparable to those generally available in middle-sized cities. In general, persons hired by ES listing establishments were paid the same as those obtaining jobs from all employers in the area. Moreover, persons *placed* by the ES tended to earn more than average. However, the job retention of ES placements was considerably worse than for persons who obtained their job by other means, even when that job was with an employer who had listed the opening with the ES.

- Office variation may have some influence on the placement rate. During the study period, small offices were more successful than large offices, offices with satellites more successful than those without, offices with restricted access to the Job Information Service more successful than those which permitted open access.

- The key to improved employment service effectiveness would appear to be in the improvement of the applicant referral process. The one area employers were most concerned about was the suitability of the referrals they received. Overall, they hired only about one referral in three, and filled only about one opening in three listed with the employment service from employment service referrals. Similarly, of those job seekers using the employment service who were not placed, one-third did not bother to keep their referral appointment, and an additional quarter said that by the time they arrived at the employer's location, the job had already been filled.

- In addition to the principal findings, there were several peripheral observations of interest. (1) The DOT codes are very difficult to apply to "softer" jobs, particularly those typically used by service and professional service establishments. The force-fitting of employer requests into DOT categories, and the corresponding assignment of a code to applicants, may not result in the type of match desired by either. (2) Employers do not care at all about the location or appearance of ES offices. Among job seekers, most felt the offices they visited were reasonably attractive and well located. (3) Satisfaction with ES services is related to expectations. For example, persons over 50 years of age received the fewest services, and had the least chance of getting a job, but were more often pleased with what they did receive than their younger counterparts.

The findings from the Study of Recruitment, Job Search, and the United States Employment Service provide

a fairly favorable picture of the ES and the services it provides. Although the penetration into the labor market in terms of orders received and job seekers applying, or in terms of positions filled, is small, it is not clear that this should be of concern. The great majoriy of recruitment and job search activities are conducted by informal means and by newspaper advertisements -- an informal method from the perspective of the job seeker. Among formal methods, the employment service places high; among those who use it, it generally satisfies their needs; and among those who do not, the reasons have more to do with the ease with which they find workers or jobs, than with negative opinions or previous poor experiences. Over time, in fact, the employment service will touch more than one-half of all employers and workers, and nearly all large employers in the community -- possibly the total potential market for ES services. With an improved method to match those job seekers and employers who traditionally use the ES to each other, a significant improvement in ES placements could be obtained without a corresponding increase in listings or applicants.

Summary of Findings

The remainder of this precis expands on the points raised by these highlights, beginning with a view of labor exchange activities during the period of study, and following with an examination of recruitment and job search, and the reasons for use and non-use of the employment service. The summary parallels the organization in the body of the report.

BACKGROUND: LABOR EXCHANGE ACTIVITIES FROM JULY THROUGH DECEMBER, 1974

During the last six months of 1974, the critical incident period (CIP) of the study, slightly over 70 percent of all establishments which were actively in business recruited for at least one opening.* Most establishments

* However, 17 percent of employers who were listed as being covered by unemployment compensation at the beginning of our period of interest could no longer be located by the time of our field work. Most were temporarily or permanently out of business.

(85 percent) were small, classified as minor-market establishments by the local ES offices.* Sixty percent had fewer than 10 employees, and only five percent had more than 100. Few establishments (seven percent) had a personnel department; usually, an owner (officer) or manager was responsible for hiring. As shown by the solid bars of Figure One, most establishments which hired during this period were in the wholesale/retail trades.

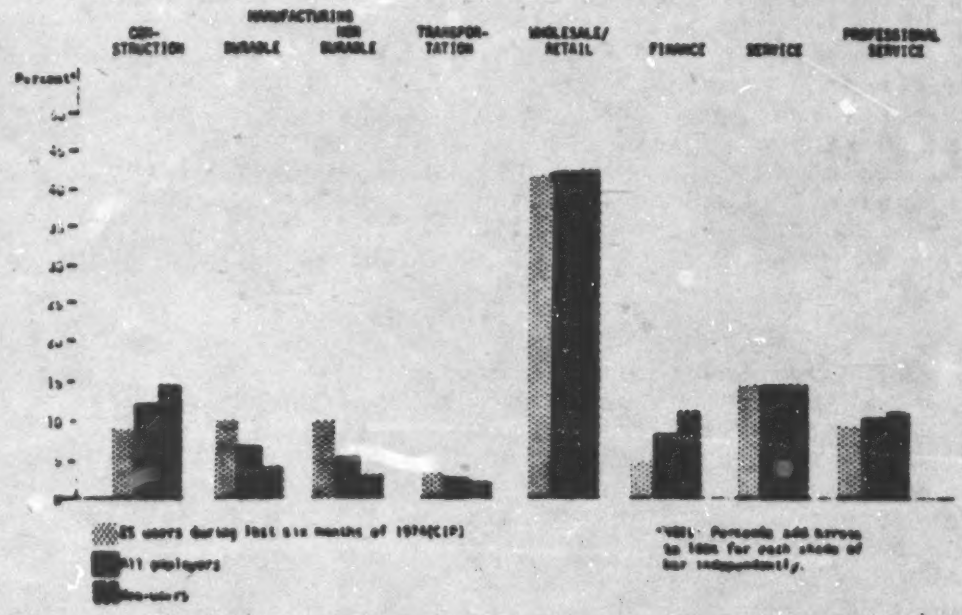

FIGURE ONE: RELATIVE DISTRIBUTION OF ALL EMPLOYERS (BLACK BAR), OF ALL EMPLOYERS USING THE EMPLOYMENT SERVICE (DOTTED BAR), AND OF ALL EMPLOYERS NOT USING THE EMPLOYMENT SERVICE (HATCHED BAR)

* Major-market and minor-market are designations given to employers by local ES offices. Although the designation varies by area (e.g., a major-market employer may have as few as 25 employees in some areas, and may have at least several hundred in others), within each area it distinguishes the "smaller" from the "larger" employer.

Most establishments (62 percent) also hired in a single job category (e.g., clerical staff, warehousemen).* Fifty-three percent had a single job opening, and 26 percent only two to three openings. As shown by the solid bars of Figure Two, the job category (order) most often recruited for was clerical and sales (35 percent) followed by service, structural work, and miscellaneous. However, clerical and sales represented only 26 percent of all openings, with structural work representing 25 percent, and service, 19 percent, see Figure Three.

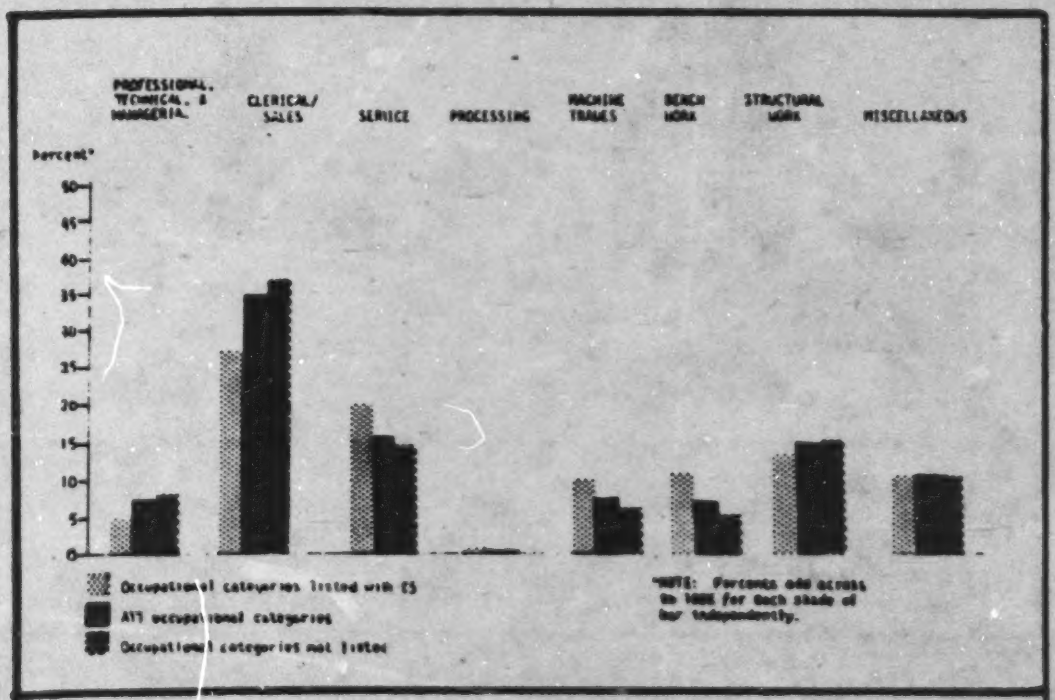

FIGURE TWO: RELATIVE DISTRIBUTION OF ALL OCCUPATIONAL CATEGORIES (BLACK BAR), ALL CATEGORIES RECEIVED BY THE ES (DOTTED BAR), AND ALL CATEGORIES NOT RECEIVED (HATCHED BAR)

* A category of recruitment will be referred to as an "order" throughout the report. This should not be confused with "opening" which represents a vacancy: a single "order" can be for any number of openings.

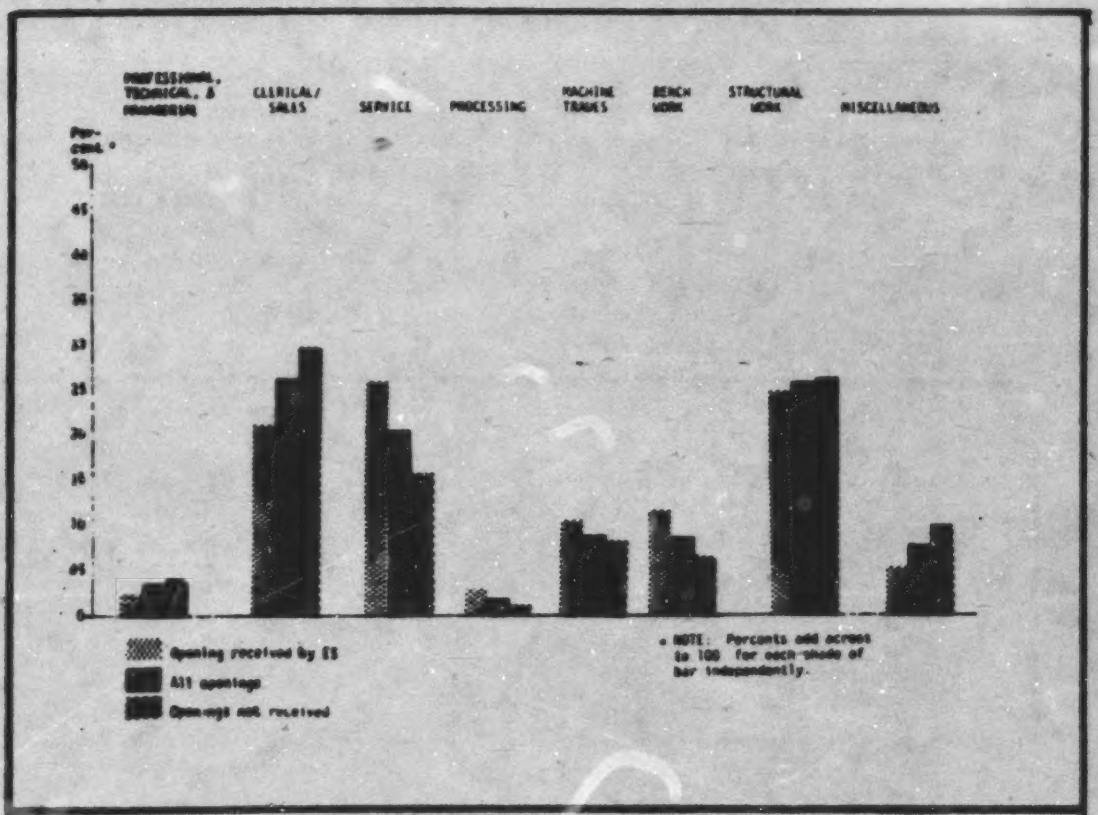

FIGURE THREE: RELATIVE DISTRIBUTION OF ALL OPENINGS (BLACK BAR), ALL OPENINGS RECEIVED BY THE ES (DOTTED BAR), AND ALL OPENINGS NOT RECEIVED (HATCHED BAR)

During this same period, those filling the existing vacancies were relatively young (65 percent were under 30), were high school graduates (73 percent) and were males (60 percent). Twenty percent were veterans; 10 percent members of labor unions. About one-half of the job finders were married; of these, half of the men and 85 percent of the women had working spouses. Most persons obtained employment in the services occupational cluster (differing slightly from openings available from employers) followed by clerical and sales, and structural work, see Figure Four.

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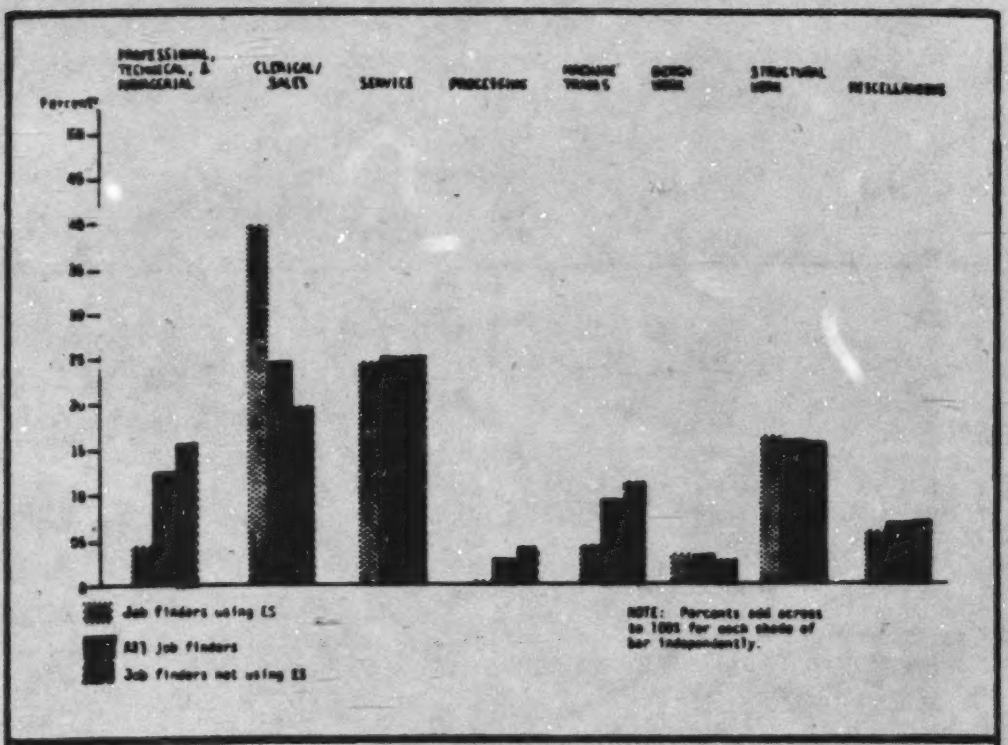

FIGURE FOUR: RELATIVE DISTRIBUTION OF ALL JOB FINDERS (BLACK BAR), ALL JOB FINDERS USING THE ES (DOTTED BAR), AND ALL JOB FINDERS NOT USING THE ES (HATCHED BAR)

THE EMPLOYMENT SERVICE AND RECRUITMENT

During the last six months of 1974, 25 percent of all employers used the state employment services, listing with them 23 percent of all job orders for which they recruited, representing 36 percent of all available openings.* There was a considerable variation by size and industrial classification. As seen in Table One, the employment service was used by 45 percent of major-market establishments (over 50 percent of those with personnel

* The great difference between the figures is because employers having multiple orders did not necessarily list them all with the ES. However, the larger order did tend to be listed (e.g., under 20 percent of orders with a single opening were listed with the ES compared with 50 percent of those with 10 or more openings).

departments), and over 50 percent of employers having 100 or more employees. The small employer seldom uses the employment service.

	Major Market	Minor Market	Size of Establishment 11	11-25	26-50	51-100	101-250	251-500	501	Over all Establishments
Employers	46.3 (73.1%)*	21.8 (52.9%)*	16.5	34.1	37.3	38.9	48.8	64.3	74.2	25.1 (56.6%)*
Occupational Categories	32.6	20.4	16.1	27.9	30.2	27.6	26.8	41.9	60.5	22.4

* Indicates percent of employers which have ever used ES.

TABLE ONE: PERCENTAGE OF EMPLOYERS AND OCCUPATIONAL CATEGORIES LISTED WITH THE EMPLOYMENT SERVICE BY SIZE OF ESTABLISHMENT

Variation in Use by Industry and Occupation

Use by different industries varied. The ES was used by over 40 percent of manufacturing establishments and only 10 percent of financial institutions. A similar distribution of orders received by industry also obtains, see Table Two. The effect of this difference in use can be seen in the shaded and hatched bars of Figure One, showing the relative shifts around each industrial area. Manufacturing establishments make up an unusually high percentage of those using the employment service; construction, financial, and professional service establishments, a low percentage.

By occupation area, Table Three, the percent of categories received by the employment service varied from a high of 44 percent for processing and 38 percent for bench work to a low of 15 percent for the professional, technical, and managerial clusters. In terms of openings,

	Construction	Manufacturing Durable	Manufacturing Non-Durable	Transportation/ Communication	Wholesale/ Retail	Finance	Non-Prof. Services	Prof. Services	Overall
Employers	21.0	41.4	45.9	34.2	26.5	10.6	25.1	20.8	25.1
Orders	19.8	46.1	35.6	11.5	22.4	7.1	26.8	15.7	23.4

TABLE TWO: PERCENTAGE OF EMPLOYERS AND OCCUPATIONAL CATEGORIES LISTED WITH EMPLOYMENT SERVICE DURING CIP BY INDUSTRIAL CATEGORY

the percentage of the total available to the ES ranged from a low of 20 percent in the professional, technical, and managerial and miscellaneous clusters, and 27 percent in the clerical and sales clusters, to a high of 64 percent in the processing and 52 percent in the benchwork clusters. The distributional effect of this disproportional listing of job categories with the ES can be seen in the shaded and hatched bars of Figure Two, the effect for openings, in Figure Three.

	Professional, Technical, & Managerial	Clerical Sales	Service	Processing	Machine Trade	Bench Work	Structural Work	Miscellaneous	Total
Orders	15.1	17.3	28.4	44.1	31.8	38.1	21.0	22.1	23.4
Openings	20.1	26.8	30.7	63.9	45.3	52.0	33.9	20.2	36.3
Job Seekers	13.6	44.7	25.9	4.7	13.1	32.0	20.0	32.7	29.0

TABLE THREE: PERCENTAGE OF JOB CATEGORIES AND OPENINGS LISTED AND JOB SEEKERS USING THE ES DURING CIP BY OCCUPATIONAL AREA

Even though the distribution of occupations available to the ES is similar to that generally available in the communities, there might be some question as to whether or not the type of jobs are the same. From the wages available, Table Four, it would appear that they are. Overall, the average and median wages for orders listed with the ES were similar to those generally available in the communities during the same period. Moreover, within each occupational area, the wages provided by ES-listing employers and *all* employers were similar.*

	Median Wage	Mean Wage
All Establishments	$2.94	$3.62
ES-Listing Establishments	$2.85	$3.43

TABLE FOUR: MEDIAN AND MEAN WAGES FOR ALL EMPLOYERS AND ES-LISTING EMPLOYERS

Relative Use of the Employment Service by Employers

The employment service was the second most commonly used formal method (newspapers, the employment service, private agencies, and labor unions), following newspapers which captured 45 percent of all recruitment activity.* As shown in Figure Five, however, the recruitment for most job categories is conducted by informal means: employees, the application file, business associates, etc.

When the employment service is used, it is seldom used alone (seven percent of all recruitments) or even in combination with a single other recruitment method (22 percent of all recruitments). Usually, the employment service is one of three, four, or even five methods used to fill the same order. By contrast, private agencies were used alone 20 percent of the time, and newspaper used alone 17 percent of the time.

* Defined in terms of recruitment for occupation categories (orders).

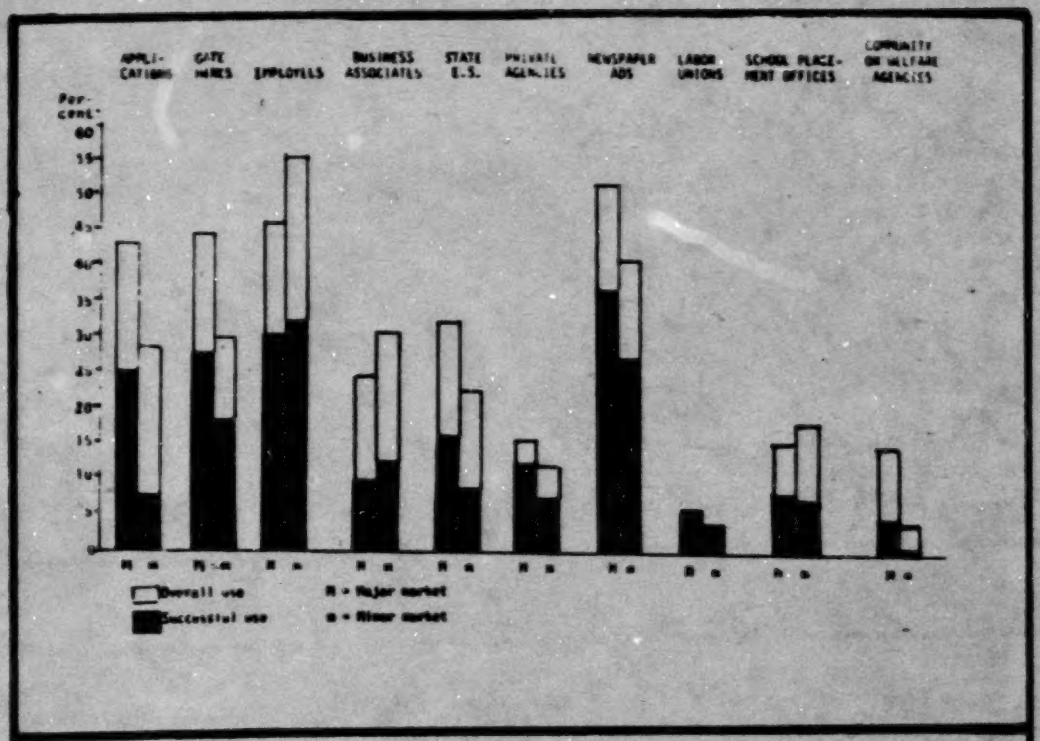

FIGURE FIVE: USE OF DIFFERENT RECRUITMENT METHODS, AND SUCCESSFUL USE OF DIFFERENT METHODS

The employment service referred at least one person who was hired for 50 percent of all orders listed with them, Table Five, a rate below newspapers and private agencies (both over 60 percent). This represented about one-third of the openings available to the employment service.*

* The success rate is defined as at least one successful hire for each order listed. Therefore, the Table does not show the number of hires made from each method relative to the number of vacancies available. For the ES, this rate is only 33 percent. The rate for other methods, particularly the private agency, would be considerably more since the relative size of the orders was smaller.

RANKING BY USE	RANKING BY SUCCESS	RELATIVE "SUCCESS" RATE
Employees (54%)	Employees (32.5%)	Employees (60.2%)
Newspapers (45%)	Newspapers (29.6%)	Newspapers (65.8%)
Gate Hires (37%)	Gate Hires (23%)	Gate Hires (62.2%)
Applications (34%)	Applications (16%)	Applications (47.1%)
Business Associates (27.5%)	STATE ES (14%)	STATE ES (50.9%)
STATE ES (27%)	Business Associates (11.5%)	Business Associates (41.8%)
School Placement (15%)	Private Agency (9%)	Private Agency (60%)
Private Agency (12%)	School Placement (7.6%)	School Placement (50.7%)
Community/ Welfare (8.2%)	Labor Unions (4.6%)	Labor Unions (100%)
Labor Unions (4.6%)	Community/ Welfare (2.3%)	Community/ Welfare (28%)
All Other (2.7%)	All Other (1.3%)	All Other (48.1%)

TABLE FIVE: RECRUITMENT AND "SUCCESSFUL" RECRUITMENT

The tendency of employers to use or not use the employment service was related far more to their characteristics than to any particular program or structure of the local offices. There was little variation in penetration by any variable except size of employer and industry (with manufacturing greatly increasing the probability of use). The ES also tended to get the larger order as well as the larger employer. Where there were associations between office structure and listings, they were statistically marginal and of little magnitude (relative to the degree of change associated with size and industry) in any case.

Listing of Orders by ES-Using Employers

The fact that an employer used the employment service for one order did not necessarily mean that he or she used it for all his or her orders. However, on the average, if the ES was used for at least one order it was used for more than one. Overall, employers who used the ES listed with it over 70 percent of all orders they had available, representing approximately 80 percent of all their openings. When an employer recruited for more than one occupational

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category, there was about a 50 percent chance that at least one other category would also be listed. An analysis of those categories not listed showed, not unexpectedly, that there was some tendency to "hold back" the recruitment for a professional, technical, managerial, or clerical vacancy while listing vacancies in other areas. This was not, however, a dominant characteristic of employer recruitment patterns since many employers listed professional or clerical orders with the ES along with orders in other areas.

Relationship Between Placement and Job Listings

There is some question as to whether or not increased penetration into the employer community would significantly affect ES placements. The study found that there was certainly no evidence to indicate that increased listings would lead to increased placements; if anything, the opposite is true. In the sample, offices with the highest reported placement rates were also those with the lowest penetration into the employer community, see Table Six.

	OFFICE PLACEMENT RATE		
	Low	Medium	High
Percent of all orders listed with the ES	25.9	24.8	18.1
		7.8% difference	
Percentage of orders listed with ES by using employers	76.7	69.1	64.7
		12% difference	

TABLE SIX: PLACEMENT RATE BY EMPLOYER USE AND BY PERCENT OF ORDERS LISTED

Although this finding is not what one would expect, it is consistent with earlier employment service research efforts. For example, an internal ES study

completed in 1973* found that many areas which had special employer outreach programs also had significantly lower placement rates, and a lower percentage of orders filled. Findings from the study of Job Search, Recruitment, and the USES seem to bear this out since the offices with the highest placement rate were achieving it with the lowest penetration in terms of orders actually listed with the employment service. Moreover, in areas with high penetration, employers' perceptions tended to be more negative.

JOB SEARCH AND THE EMPLOYMENT SERVICE

Most job seekers, as was true of employers, tend to use informal methods to look for and to obtain their job. As shown in Table Three, approximately 28 percent of the searches did involve the employment service during the last six months of 1974, making it the second-most-commonly-used formal search method, after newspapers.

Variation in Use of the ES in the Job Search

The use of the ES varied considerably by occupation, with a disproportionally small percentage of those in the professional, processing, and machine trades using it and a disproportionally high percentage of those in the clerical and sales fields. The distributional effects of this disparate use can be seen in the shaded and hatched bars of Figure Four. It is interesting to note that if one were to separate the non-use bar into job seekers who had *once* used the ES versus those who had *never* used it, one would find the professional non-user made up of an unusually high percentage of "previous users" -- perhaps indicating poor previous experience.

There was also considerable variation in the use of the employment service and other search methods by sex of the job seeker. For example, female job seekers made a

* "Special Report, Employer Relations Program, FY 1972," January 10, 1973. The report found that "One of the most critical and alarming factors ... is the inability of about one-third of the states to fill job openings after promotional efforts ... (State Name) is the worst example. Promotional efforts increased the supply of openings in FY 1972 by 58.3 percent over the same period in 1971 ... with total placements declining during FY 1972 by 18.4 percent.

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much greater use of the ES, about 34 percent compared with 23 percent for males. However, the wages of all persons using the employment service compared with those not using it was about the same. Moreover, in most other work-related characteristics, the job finder using the ES was similar to *all* persons finding work during the same period. The only exceptions were a higher percentage of veterans and a higher percentage of union members who used the ES.

Method through which Job was Found

The success rate (percent of persons finding their job through a given search method) for the employment service was approximately 20 percent, see Table Seven. This corresponds with those using want ads. All the formal methods combined, however, accounted for only one-third of all sucessful hires, and most of this due to newspapers (16.6 percent of all hires). The ES found a job for only one worker in 17. Most employment was accounted for through friends and relatives (31 percent), representing 47 percent of all persons using this method. Applications to employers accounted for the bulk of the remainder (30 percent of all hires), although in terms of the number using this method it was less successful (37 percent).

The Job Finder and the ES-Listing Establishment

Most persons (63 percent) who found employment at establishments which had an order listed with the ES had not even used the ES as a part of their job search. In fact, finding a job at an ES-listing establishment increased the likelihood that the ES would be used at all by one-third. Moreover, only one-third of persons who did consult with the ES and who ultimately found their job at an establishment which had listed an order with the employment service found their job through the ES. Since the great majority of all openings of ES listing establishments were available to the employment service, ES staff failed more often than not to produce a successful match which was not only potentially available but which the ES applicant actually obtained by some other means.

SEARCH METHOD USED	OVERALL USED	OVERALL HIRED	PERCENT SUCCESS
EMPLOYMENT SERVICE	27.6	5.6	20.3
Private agency	14.5	5.6	38.6
Employer direct	82.1	29.8	36.3
Looked at want ads	62.5	—	
(Answered ads)	47.5	16.6	34.9
Labor unions	6.2	1.4	22.5
Friends/relatives	65.0	30.7	47.2
Business associates	33.1	3.3	9.9
Community organization	1.6	.35	21.9
School placement	10.9	3.0	27.5
Professional journal	6.4		
(Answered)	(2.5)		

TABLE SEVEN: JOB SEARCH METHODS USED/ METHODS THROUGH WHICH JOBS OBTAINED

The Unsuccessful Job Seeker and the ES

Although "unsuccessful" job seekers were not included in the general study of job search, they were included in the review of those using the employment service. Overall, 35 percent of all persons (and 50 percent of all women) applying to the ES did not obtain any employment at all between the time of their application and the date of our interview (an average of seven months). This period of unemployment is greater than could be explained by a normal job search period since, nationally, the average time to obtain work is three months (from the Current Population Survey). There are two possible explanations for this.

First, many persons using the employment service are obtaining unemployment compensation, making their need for a job less immediate than for the average job seeker. Second, persons casually attached to the labor force may be using the ES to wait and see if anything good comes along rather than actively trying to obtain any reasonable job. This is supported by the fact that a high percentage of persons in the "never-worked" category were secondary wage earners.

ES Office Variation and the Job Search

The degree to which job finders used the ES as a part of their job search was influenced by certain office characteristics, particularly office size. For example, the percentage of all job seekers in areas with large offices who used the ES was 31 percent compared with 18 percent who used the ES in areas with small ES offices. This is, of course, not surprising, considering that the larger office would be expected to have greater visibility. However, when the penetration rate for just those job seekers who ultimately were hired by ES listers (regardless of the method used to obtain the job) was isolated, the situation was reversed: the small office captured 48 percent of such applicants; the large office only 27 percent. This may mean that the penetration rate should be viewed in two ways: an overall rate, and a rate among those most ideally matched to the type of order handled by the employment service. As these figures show, the two are not necessarily the same. Consistent with this observation was the finding that the placement level for small offices was much higher than for large offices, as discussed earlier.

The Job Search Findings and the BLS Job Finders Survey

Most of the information in the study of Job Search, Recruitment, and the USES cannot be compared with other sources. The methods to search for and to find a job, however, can be compared with the Job Finders Survey (JFS) conducted in January, 1973.*

* The Job Finders Survey was carried out as a part of the January, 1973, Current Population Survey (CPS) by the Bureau of Labor Statistics, U.S. DoL. Two versions of the report exist: A Summary: "Job Finding Survey," January, 1973, published in 1974; and the complete report, "Job Seeking Methods Used by American Workers," published in 1975.

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Although this survey was conducted under different labor market conditions, and reflects primarily search patterns in large metropolitan areas, the findings are remarkably similar. Except for slight differences in the use of "employer direct" and "friends and relatives," the percent of use and the ranking of methods used and methods succeeding were identical. As concerns the use of the ES, the JFS found a slightly higher percentage of use of the ES (33.5 compared with 27.6 percent) and a slightly lower success rate (15 percent compared with 20 percent). Because of the similarity of the findings in this report with those found by the JFS, one is encouraged to believe that at least the job search patterns and experiences of job seekers with the ES are similar to those generally prevailing across the United States.

THE EMPLOYER AND THE EMPLOYMENT SERVICE

As discussed in the section on recruitment, the employment service is called on far more often by the large, established firms than by small employers. In addition, the employment service is more often called when employers have a large multiple order, or when they are pressed for time. Users were generally not willing to wait as long to fill an opening as non-users. Consistent with this, the employment service is used more often when help is needed because of business expansion than when it is simply a matter of replacing someone due to normal turnover.

Why the ES is Called On

The use of the ES is consistent with both the role of formal methods in recruitment and with the particular situation of the employment service. First, as the number of openings increase, and the need for a quick response on orders, the ES is used as one of several alternative methods to obtain rapid referrals. Second, the ES is used more as an additional method of recruitment than as an agency providing careful screening. About 50 percent of all employers wanted the ES to send generally qualified applicants compared with 30 percent who wanted the ES to send referrals who had been carefully screened for particular job prerequisit

This role of the employment service will probably not change, nor is it capable of changing, in the immediate future. It is unlikely that employers who have

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only one or two openings to fill, and desks filled with applications, will call on the employment service.* It is only when their need exceeds available applicants that they will turn to any formal methods, the ES included. Moreover, employers who did use the ES for careful screening were generally less satisfied and felt the ES was less sensitive to their needs than employers who used it simply as a source of qualified applicants.

Evaluation of ES Services

As previously mentioned, most employers who used the employment service used it as a source of qualified referrals. In general, very few employers (eight percent) had any difficulty in placing the orders, and most (68 percent) felt the ES provided the service they desired, and that the referrals were about as good as those obtained from other sources (58 percent). For those who did not feel the referrals were as good, eight percent received no referrals (primarily minor-market employers) and the bulk of the remainder felt the referrals were unqualified, unmotivated, or both.

Of all vacancies listed with the employment service, only about one-third were filled by ES referrals. One-third of all employers listing orders with the employment service, in fact, hired no one referred to them. Of those referrals not hired, the main reasons were lack of skills or attitude (cited by 80 percent of all employers); experience was cited only 13 percent of the time. Twenty-three percent of employers felt that there was no problem with any referral, it was simply a matter of making the best choice.

On balance, most employers who used the ES held favorable impressions of the service they received. As seen in Figure Six, 46 percent of all users held positive views of the service; compared with only 28 percent who held negative views. Minor-market employers tended to be both more positive and more negative as compared with major-market employers, who tended to be more neutral in their appraisals. Only one group of employers stood out as being dissatisfied: those in the construction industry. Over 50 percent of all construction employers

* Mandatory listers in such cases may give the order to the ES, but it is highly unlikely that it will be open long enough to be filled.

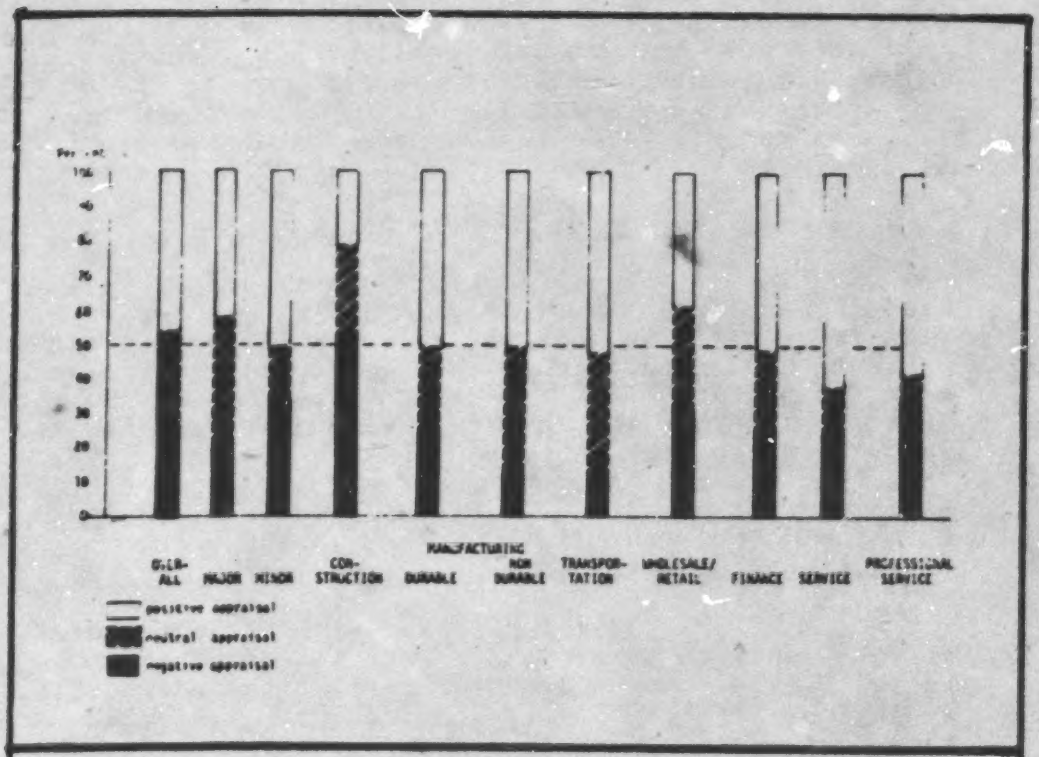

FIGURE SIX: EMPLOYER APPRAISAL OF THE EMPLOYMENT SERVICE BY INDUSTRY

were dissatisfied with their ES experience, and nearly 60 percent felt the referrals in their area were inferior to those which could be obtained from other sources (compared with an average of 30 percent for other groups).

ES Variation: Influence on Appraisal of Service

Although the ratio of ES listing to total openings in a community was seldom influenced by ES characteristics, employer satisfaction was. The principal influence was the degree to which a close relationship was established between the referring office and the employer. As seen in Figure Seven, when orders were placed with specifically designated order takers (or account managers)

overall satisfaction with the ES was improved. Similarly, consolidation of the job bank into the local office system, and a shared order-taking role with the local office also tended to improve favorable perceptions of service.

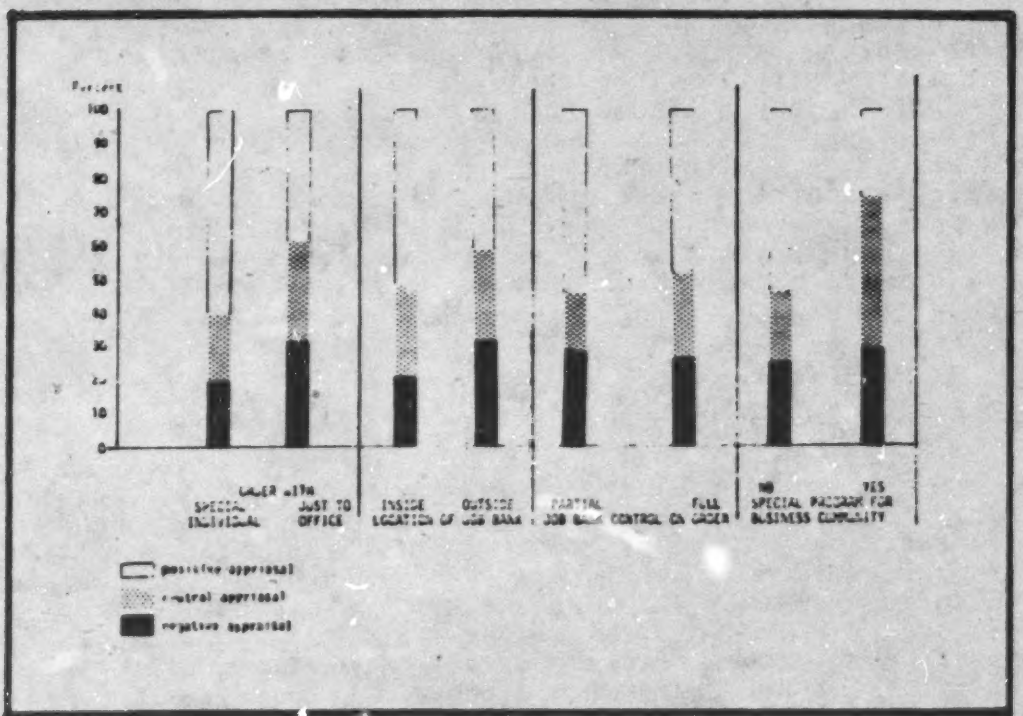

FIGURE SEVEN: SHIFTS IN EMPLOYER APPRAISAL AS FUNCTION OF OFFICE VARIATION

The reasons for these shifts in appraisal are clear from the narrative explanations of employers. Of those who understood the ES system and expressed opinions, most were concerned about personal contact and having someone who understood their business. Many expressed opinions against the anonymity of the job bank system. Thus, although the external job bank system may increase ES penetration into the local labor market, it may produce a decrease in the satisfaction of those employers who use the ES. Also, in those sites where the ES had made a special effort to promote its activities

and increase listings,* employer satisfaction was considerably below that in those sites where such activity was not carried out.

In general, it is by no means clear that activities designed to promote increased use of the ES by employers will result in a long-term stable relationship, one which will produce higher placement rates. First, as mentioned on page 19, placement rates were inversely correlated with level of employer listings available. Second, where the ES did have a relatively large share of the employer community, employer satisfaction was relatively lower. Although this study did not produce concrete reasons for these observations, an explanation is *suggested* by the data: as the ES efforts are spread over greater numbers of employers -- particularly those with established recruitment patterns -- service to any one employer is diluted, and, consequently, his or her satisfaction is reduced.

Conditions Governing Use and Non-Use of the Employment Service

Traditional and established patterns of recruitment are primarily responsible for whether or not the ES is used as a part of any recruitment. The great majority (84 percent) of all employers who listed openings with the ES during the last six months of 1974, said that this last use of the ES was typical of their regular recruitment practices. Of the remainder, most were either using the ES for the first time, or had increased their reliance on it for this particular recruitment. Also, most (82 percent) had used the employment service for the same categories, and most (72 percent) found their experience to be about the same as always. (The other 28 percent were equally divided between those who found their recent experiences better and those who found them worse.) Finally, almost all employers (93 percent) said they would continue to use the ES in about the same way in future searches.

Similarly, of employers who had used the employment service at some previous time, but not for their recruitments conducted during the last six months of 1974 (approximately 27 percent of all surveyed employers), 75

* Only four sites were classified in this group, and although the sample data did show an increase in listings, it was not statistically significant.

percent had used it for at least one search during the last two years. Their principal reason for not using the ES for their most recent recruitment was the labor market: employees were readily available. Although the previous user expressed more negative comments about the employment service than the current users, 75 percent said they would consider using the ES again for future searches, particularly if the labor market changed.

Thus, the ES has a fairly stable set of employers who use its services. Overall, somewhat more than half of all employers in an area have used the ES at one time or another, most being recent users. Only seven percent of the group of users were new to the ES during the six month period of study, and only 14 percent of user employers were totally lost to the system in that they would not use the service again. This means that nearly 80 percent of all ES-user employers who have ever been users will be repeat users and will use the ES in about the same way as before.

Surprisingly, the situation for the non-user is similar. The great majority of non-users didn't use the ES simply because they didn't feel they needed it. Only five percent of all non-users had not previously heard of the ES, and most that had, knew it was there as a labor exchange either to find jobs for everyone or to concentrate on finding work for those receiving unemployment compensation. Also, most non-users (over 70 percent) felt they didn't need the ES or it had nothing to do with their needs for employees. Only 15 percent said they had ever considered using the ES at all, and then only when they had difficulty in finding applicants in other ways. Moreover, *only 28 percent said they would ever consider using the employment service,* then only if they couldn't find applicants in some other way. Almost all non-users were satisfied with their present methods and saw no reason to change.

Thus, to the extent that there is a conception of a volatile relationship between the ES and employer community, it is wrong. Most employers who use the employment service continue to use it in pretty much the same way for all searches. Most employers who do not, simply feel they don't need it. Even if promotional activities could be used, a large percentage of non-users would still not use the ES, and of those which did decide to give it a try, most would probably not hire from the

service because of their established and satisfactory recruiting methods.*

The ES and the Private Employment Agencies

The closest counterpart to the employment service is the private agency, but the private agency tends to complement rather than parallel the ES. First, private agencies are used almost exclusively because of the screening they provide; the ES is usually considered just as a method of obtaining a number of referrals. Second, private agencies concentrate on professional and clerical orders -- categories which are noticeably low in the ES. Third, private agencies also operate differently from the ES. Unlike most ES offices, private agencies actively solicit orders, in part by reading the newspaper to see who is hiring for what. The private agency will routinely send lists of available people to employers as well -- a service generally appreciated by employers.

When compared with the employment service, the majority of employers (56 percent) who used the private agency felt that it provided superior service for the type of applicant they desired. An additional 10 percent felt the private agency was oriented more to the employer and five percent felt that since applicants were paying a fee they would be more motivated. By contrast, about 10 percent felt the ES was generally better, and the remainder held no opinion about either.

Other Considerations

Employers, regardless of whether they are committed users, or completely indifferent to the existence of the ES, have little interest in the location or appearance of the office. Although a fairly large percentage of users did know where the office was located (compared with half of all non-users) only a few percent cared where it was. Similarly, only seven percent of employers cared what the office looked like. (Those who did either felt a better looking office would attract better applicants, or felt the ES shouldn't be in areas where "bums would hang around outside.") However, even though most employers didn't care

* Only six percent of all non-users felt their present recruiting methods could be improved at all: two percent felt recruitment could be speeded up, and four percent felt screening could be a little better.

about the office location or appearance, a surprisingly large number (nearly 33 percent) had visited it at some time or another, usually because of UI hearings.

DOT codes also proved to be difficult to assign to employer orders -- at least in the way in which employers visualize them. In many cases, the orders cut across DOT clusters at the second digit level, occasionally at the first digit. Moreover, DOT descriptions often seemed to be tangential to the way in which employers would have described an opening if it did not have to be forced into a coded grouping.

THE JOB SEEKER AND THE EMPLOYMENT SERVICE

The job seeker using the employment service resembled the class of all job seekers in the cities studied. In general, the ES is just a method that some job seekers find convenient, and others do not. Most non-users (over 70 percent) had heard of the employment service and had reasonably accurate views of its services. Moreover, their attitudes toward the ES were basically positive: two-thirds felt it would be a good place to find work, that it was in a good neighborhood, that it was easy to reach. The only negative attitude frequently expressed was, "you would have to wait in line too long."

Most persons who found their job by means other than the ES were simply using methods they were familiar with, and which they found easier to use -- particularly informal methods. They were rarely avoiding the ES because of a misunderstanding of its role or service. Probably, only as the simpler and more informal methods fail does the job seeker begin to seek out the "harder" services, such as the employment service or private agencies.

Reasons for Use and Experience with the ES

Two-thirds of persons who went to the ES were primarily concerned with obtaining a job; the remainder were interested in receiving unemployment compensation or food stamps.* Most persons, particularly males, who went to the employment service had a particular job in mind, and had previous experience in that area. For about one-third

* They were, however, also job seekers since complete applications had been taken.

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of such persons, however, the employment service recommended a different line of work -- primarily because of the bad labor market.

The employment serivce is now oriented to job information and job referral. Only 20 percent of all applicants were counseled, 15 percent tested. Not only were fewer applicants provided service than under the earlier Human Resources Development concept, which emphasized employability development, but those who were, were generally more employable to begin with. Applicants with high school degrees had nearly twice the chance of being counseled or tested as those with no high school at all. The younger worker had more than twice the chance as the older worker. Moreover, those who were placed received more services than those who were not.*

Referral and Placement

The main ES service was the job referral and related activities, e.g., provision of job information. Half of all applicants received at least one referral to an employer, and about one-third received general job information. Most referrals (70 percent) were for the type of job wanted,** and more often than not, the ES provided the applicant with the name of a specific person to see and set up a job interview. Most persons who did not receive referrals said it was because there were no jobs in their fields. Few applicants (10 percent) faulted the ES directly.

The employment service succeeded, however, far more often with some groups than with others. Job seekers 35 and under were twice as likely to obtain jobs as were those over 35; job seekers with at least some high school twice as likely as those with less than a ninth grade education. In fact, those with less than a ninth

* This does not necessarily mean that the provision of services brought about the placement. Persons with the greatest potential can be selected to increase the chance that the expected outcome will occur.

** This was also true for groups which did not succeed with the referral; the older worker, the person with less than a ninth grade education.

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grade education seldom received job referrals.*

The referral process seems to be the key to improved employment service placement. First, the employer accepted only one out of three or four ES referrals. Although this could reflect, to some extent, a natural selection process, or even prejudice,** employers felt the ES referrals were not adequately matched to their job requirements. In addition, one-third of all persons who were placed but who were given referrals did not bother to keep the appointments. And, 25 percent of those who did said that by the time they arrived, the job was filled. Overall, nearly 20 percent of ES applicants either did not keep an appointment, or were given an appointment too late to get the job. This combined rate is greater than the placement rate of 15 percent produced by the sampled sites.***

The wages for ES placements were higher than those generally obtained by all job finders obtaining work during the same period. In fact, as shown by Table Eight, the wages obtained by placements were higher than the wages obtained by persons obtaining work through ES-listing establishments by some method other than the ES. This does not, however, mean that the ES does a better job of matching people to jobs. It could mean that the ES placed the "better" applicant, as the statistics cited earlier to show relative ES success with different demographic groups would tend to bear out. Moreover, there is some evidence that the ES placement is not so well matched to the job as persons finding employment through other methods.

During the study period, the job retention for ES placements was considerably below that for persons

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* Fifteen percent for those with less than a ninth grade education compared with 49 percent for high school graduates.

** Only one referral in eight over 50 years of age was hired by an employer. However, there was no difference in employer acceptance by race of applicant.

*** About 12.5 percent was produced by direct referral and an additional 2.5 percent from the Job Information listings. There may be a problem with reporting since only 70 percent of those persons claimed as ES placements said they obtained their jobs from the employment service. This rate is comparable to the 20 percent rate obtained from all job finders, since about 30 percent of all ES applicants failed to find a job during the study period.

	Male		Female	
	Median	Mean	Median	Mean
All employees	$3.46	$4.01	$2.55	$2.83
All hired by ES listing establishments	$3.33	$3.90	$2.61	$2.91
All placed on job by employment service	$3.74	$4.12	$2.81	$2.96

TABLE EIGHT: HOURLY WAGES OBTAINED BY ALL PERSONS, BY PERSONS OBTAINING WORK AT ES-LISTING ESTABLISHMENTS, AND BY ALL PERSONS PLACED BY THE EMPLOYMENT SERVICE

finding jobs through other methods. As shown in Table Nine, whereas two-thirds of *all* persons finding work were still in their jobs, only 40 percent of ES placements were. Moreover, only 12 percent of *all* job finders were looking for work compared with nearly 40 percent of ES placements. As also shown by the table, this cannot be explained by differences between the jobs listed with the ES and those not listed, since the rates for all persons finding work at ES-listing establishments were comparable to those for jobs in general.

	All Job Finders	ES Placements	All Job Finders Employed by ES-Listing Employers
Still employed sample company	65.3	40	68.8
Found new job	17.6	15.5	16.6
Looking for work, retired, hospitalized, etc.	17.1	44.5	14.6

TABLE NINE: RETENTION FOR ALL JOB FINDERS, ES PLACEMENTS, AND ALL JOB FINDERS EMPLOYED BY ES-LISTING ESTABLISHMENTS

ES Variation and Placement

Certain ES office characteristics were associated with variation in placement rate. However, the only ones which were clearly consistent, and which could serve as guideposts for future studies were those characteristics related to size. Small office placed more persons than large ones (13.4 to 9.8 percent), offices with small applicant populations more than offices with large applicant populations (12.2 to 10.4 percent), and offices with satellite offices more than offices without (13.3 to 10.6 percent).

Evaluation of the ES Experience

Most job applicants to the employment service were favorable in their assessments of the employment service. About 80 percent of those who obtained their job through the ES held favorable views, as might be expected, but 70 percent of those who did not were also positive in their appraisal. Only 12 percent felt the ES was totally useless, these coming almost exclusively from those who did not find work through the ES. As further evidence of this generally favorable image of the ES, two-thirds of all applicants (three-quarters of those placed) said they received the service they desired. Moreover, most applicants used the ES several times, and most said they would use it again: over 95 percent for those who obtained jobs through the employment service and over 85 percent for those who did not.

Attitudes

Most attitudes about the ES were positive. Few applicants felt the location or hours were bad. Most applicants (over 60 percent) felt: the employment service did about as well as could be expected considering the job market; that it could provide useful information even if jobs were not immediately available; that the staff were courteous and interested in serving the clients. The only negative areas were the degree to which *unplaced* applicants felt the staff were good at finding people jobs. Less than half of all *unplaced* applicants (and only a quarter of professionals) felt the staff were good at finding people jobs. Moreover, half of all applicants felt the employers did not list good jobs with the ES, the highest unfavorable rate being in the structural work occupations. Most applicants also felt they had to wait too long.

ES Variations and their Influence on Outcome and Perception

Unlike the influence of office variation on employer satisfaction, the perceptions of applicants were seldom influenced by office variations. Obtaining a referral to a job dominated the applicants' overall appraisal of the employment service.

Conclusion

Whether one can, or should, accept the findings from a study limited to middle-sized cities, and confined to a period of high unemployment, is problematic. Clearly, there would be good reason to expect job search and recruitment patterns to be different in very large cities or very small towns, or in a totally different economic climate. But, there is some evidence to suggest that at least the major observations from the study may be reasonably independent of time and place.

As mentioned earlier, the job search findings were remarkably similar to the findings from the "Job Finders Survey," conducted years earlier in large metropolitan areas. Similarly, certain other independent studies such as Olympus Research Corporation's, "Study of Want Ads," or the ES studies of placement and retention, tend to reinforce, rather than contradict, the findings in this pilot study of Job Search, Recruitment and the USES.

What does this mean? Most likely that the major directions implied by the data are probably indicative of the employment service's role in the labor exchange. Although there would be no reason to expect percentages found from this study to be exact predictors of who uses the ES and how, the relative position of key observations will probably not shift significantly, nor would the conclusions which they suggest. For example, whether the ES has more clerical and sales orders than service orders; or whether the ES is used with an average of 3.3 other methods; or whether employers hire one out of every 3.2 or every 4.1 referrals cannot be determined from this study. But, one can be reasonably certain that clerical and sales and service orders make up a significant percentage of ES orders, considerably more than professional, technical, and managerial orders; that the ES is almost always used with several other methods, and is generally not relied on as an exclusive job search or recruitment method; that employers reject the majority of referrals; that they fill only a

minority of their vacancies listed with the ES from ES referrals; and that most similar broad statements represent valid observations, reflective of general ES use.

Therefore, in using the material in this report, one should not be so concerned with the percents or distributions themselves, but with the broad strengths and weaknesses they suggest. And, though the findings may have to be used with caution, they are at least a starting point until more broadly-based information is available.

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PART ONE: EMPLOYER RECRUITMENT AND THE JOB SEARCH

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INTRODUCTION TO PART ONE

This first part of the report looks at the way in which employers recruited for employees and the way in which job finders looked for work. First, however, Section One of this Part introduces the study by defining the study universe of cities, employers, job finders, and employment service offices. For those not concerned with the constraints imposed on the study findings by the restricted universe, the section may be ignored.

The findings begin with Section Two, Employer Recruitment, which examines recruitment by a variety of employer and employment service indicators. Since the focus is on the use of the employment service, the section begins with a comparative analysis of employers who used the ES and those who did not. Section Three, The Job Search, looks at employee job search, again beginning with a comparison between ES users and non-users.

The experiences, perceptions, and attitudes of those individuals and employers who did use the employment service, and the perceptions of the ES of those who did not, will be the subject of Part Two.

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PART ONE

SECTION ONE: THE STUDY UNIVERSE - CITIES, EMPLOYERS, JOB SEEKERS AND ES OFFICES

The study was restricted to moderate cities, those having a population of between 100,000 and 250,000. It is by no means clear that these cities, and the employers, job seekers and employment service offices they contain, are representative of the United States. For this reason, this first section of the report begins with a brief overview of the cities, and their employers and job seekers. Considerably more attention is given, however, to the ES offices in the cities since throughout the reports reference is made to the extent to which the ES is used, why it is used, how it is perceived, and how its variations influence perception and use. To understand the nature and extent of ES activities in those areas covered by the study is therefore important, and somewhat more than a passing reference to structure was felt to be in order.

1.1.1 Characteristics of the Cities

The cities included in the study average 145 thousand in population. Seventy percent are the core cities of small SMSAs, the remainder small metropolises within much larger units, e.g., Yonkers, New York and

Table 1-1 & Table 1-2

Glendale, California. Most cities are relatively compact, have good public transportation and do not pose the problem of movement to jobs that exists in larger cities and rural areas.

About 15 percent of the inhabitants of the cities are members of minority groups, about 24 percent of the work force has less than one year of high school. The consumer buying power index is a modest .071 and the unemployment rate at the beginning of the study period 4.9 percent.

The cities fell into logical groupings or clusters which were used for the purpose of sample, as shown in Figure 1-1. As seen, there were some extreme variations between the clusters in terms of levels of manufacturing employment, minority population, percent work force with less than one year of high school and the unemployment rate. The consumer buying power index varied only modestly. Table 1-2

No. of Cities	Percent Minority	Consumer Buying Power	Core City	Work Force 1 Year High School	Unemployment Rate	Manufacturing Employment
5	6.7	.088	No	18.4	6.9	759
10	23.9	.061	No	27.3	5.3	130
6	8.3	.076	No	22.6	3.3	43
19	34.0	.088	Yes	27.9	3.5	46
14	16.8	.061	Yes	35.4	6.0	51
34	8.4	.088	Yes	21.7	5.6	34

Figure 1-1: Characteristics of Cities by Common Groups

If there is any characteristic that dominates the impressions of the cities, it is the lack of any dominant characteristic. The observer is well aware he is in a city, but he is also aware that what there is, is within reach. There are no hidden pockets, no separate or excluded

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population centers such as one finds in the New Yorks or Chicagos of America. Everything appears convenient. The downtown is manageable on foot, though accomodations for parking are readily available. And, everything, even the local ES office is relatively visible, easy to find, and in an area which is about the same as the downtown in general.

However, the distinct feeling of being in a population center is there. The quaintness of the small town of 25,000 or 50,000 is not present, nor is its compactness. Generally, the cities are also the center and focal point for a broader labor market, not a pocket community dependent on a central giant, as often characterizes small-town America. Even when the city is not central to a labor market, such as Yonkers, Glendale, or St. Petersberg, one still had a feeling of separateness and of containment. In fact, they are self-contained, functioning as mini labor markets, even to the extent that employer openings covered by the local employment services were confined to employers in the immediate area.

1.1.2 EMPLOYER CHARACTERISTICS

Of all employers actively in business in the areas studied, about 65 percent had some hiring activity during the last six months of 1974. However, 17 percent of employers in the area were apparently temporarily or permanently out of business because of the economy.*

The great majority of all establishments which did hire were minor-market (85 percent), and profit making (98 percent). Table 1-3

Most employers were wholesale/retail establishments (42 percent) followed by service (14 percent), construction (12 percent), manufacturing (11.5 percent), professional services (10.6 percent), finance (8 percent), transportation (2.2 percent) and mining (.05 percent).

* Six percent were confirmed to have been out of business, the remaining 11 percent could not be located. This usually meant the telephone had been disconnected and no new number had been listed. In a few cases, the employers had apparently temporarily left the area.

Most establishments had 10 or fewer employees (60 percent). The percent of the remaining establishments descended in order from 11-25 employees (22 percent) to over 500 employees (.7 percent). The average establishment employed just under 30 persons.

Fifteen percent of those establishments hiring had experienced a recent change in their employment, the great majority being decreases (93 percent) because of layoffs (48 percent), plant closings (14 percent), and seasonal decreases (23 percent). This is undoubtedly due to the economic decline during our sampling period.

Most establishments were also single unit firms (78 percent). Only 12 percent were general branches of a firm, three percent special branches of a firm and six percent were the home office of multi-establishment firms. Of those which were establishments of a larger firm, 59 percent had their home office in another area. And, most had complete autonomy in hiring, except, of course, for the local managers. Wage and hiring policies were set for each hire by only 11 percent of the home offices. Only 8 percent of the time did the home office have to hire or approve all or some categories of employees.

Transportation was not a significant problem in these moderate size cities. Persons responsible for hiring said there were few complaints about the location of the establishment. Usually, there was some form of public transportation, at least around the center city area, to 65 percent of the employers.**

Consistent with their modest size, only 7 percent of all establishments had a personnel department, and of these, fewer than half had sole responsibility for hiring.* In most establishments, (85 percent), the owner or local manager was responsible.

Only 7 percent of the establishments had formal policies for special groups (minorities, veterans, handicapped persons, etc.). This varied from 20 percent for major-market establishments to 5 percent for

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* In a few cases, public transportation did not help because of travel to work sites or because of shift work, about three percent for both uses.

** Most departments employed two or three individuals (44 percent) with 25 percent consisting of a single individual.

minor-market establishments. Most establishments having such policies were in manufacturing or transportation. Very few (2.4 percent) in wholesale/ retail establishments, the largest group in the study.*

1.1.3 THE JOB FINDERS

During our study period, most persons finding jobs were males (60.5). The median age was 25, about two years higher for males (26) than for females (24). Most persons found work in the service, clerical and structural work clusters. There was, as expected, considerable variation by sex, as shown in Figure 1-2. Table 1-4

Occupation	Percent Male	Female	Total
Professional, Technical & Managerial	13.8	9.5	12.0
Clerical & Sales	12.3	42.1	24.3
Service	16.2	40.7	26.1
Processing	2.6	1.6	2.2
Machine Trade	13.2	2.4	8.8
Bench Work	3.1	2.2	2.7
Structural Work	27.6	.9	16.8
Miscellaneous	11.3	.6	6.9

Figure 1-2: Distribution by Sex

* Some of the characteristics of employers discussed in this section were associated with the characteristics of cities, although the reasons for the associations are by no means clear. For example, in one cluster characterized by high level of manufacturing employment, the establishments tended to be larger than average, while in another they tended to be smaller. If there is a pattern, it is not evident, and probably of little importance to the study since all combinations seemed to have been present.

The average salary obtained by men was $4.01/hour, and by women, $2.85/hour. Most employees were hourly workers (72 percent) or salaried (21.7 percent). Few employees worked for tips or commission (3 percent). Over three-quarters worked full time, and nearly one-half of all persons finding work said they had increased their take home pay, with about 15 percent saying their pay was about the same.

Most workers had access to an automobile to get to work, about 10 percent were members of a union (15 percent for men, 2.5 percent for women), most had completed high school (73 percent), and about 20 percent were veterans (32 percent for men). About half were married, with the great majority of the remainder never having been married (only 15 percent were separated, divorced, or widowed). Of those who were married, over 60 percent had working spouses (50 percent for men and 84 percent for women).

Finally, most were long-term residents of the city in which they found work. Over 60 percent had resided in the city for over 10 years compared with 3.1 percent who had arrived within the year and 10 percent who had lived in the city only from one to two years.

1.1.4 The State Employment Service

The state employment service offices in the medium-sized American cities are usually far more visible than their counterparts in the major metropolitan centers. They are, as a class, perhaps more in use by the general public, and possibly even more well-regarded. To some extent, therefore, the findings of this study must be considered only within the context of the type of employment service system as described in the following pages.

1.1.4.1 Physical Description

The employment service offices in most medium-sized communities are well-located and attractive. Most are located on main thoroughfares in or near the center of town and are conveniently accessible by public transportation. At least one was purposely built directly across from the main bus depot.*

* Parking at many offices, however, is limited.

Only two of the offices studied were located in rundown parts of the cities, and only five were classfied as unattractive. Most (17 out of 20) were well-maintained, and of these 13 had informative identifying signs marking the entrance to the building. Five offices had established satellite or outreach branches located closer to newer commercial or industrial areas. Typically, these were "middle-class" suburban offices located in shopping malls.

All but four offices used the mass media to publicize their services in the local community. Radio and television ads were more common than ads in the newspapers: 11 concentrating on the former and five on the latter.

The office interiors tended to be organized in one of two ways, Figures 1-3 and 1-4, depending on the presence and prominence of a Job Information Service section and whether the office was collocated with UI. All but three of the offices had a Job Information Service section (JIS) but with variations in size and use. Eleven of the offices were collocated with UI, and of these six shared a common intake desk. As would be expected, considering the rate of growth of UI rolls during the period of the study, these offices were overcrowded.

The average office had a staff of 25, not counting clerical or UI personnel, with nine having fewer than 20 staff. The staffs were distributed in similar ratios at most offices. Typically, there were two placement interviewers to all other staff: counselors, veteran representatives, intake interviewers, and other specialists dealing directly with applicants. Offices also had from one to three employer relations representatives (ERR). All but two of the offices had job banks.* At six offices, job bank order-taking was done outside the local office, and ERRs were based in the "extension" job bank office in four of these.

* The two without job banks were located in a state that had not established a job bank system outside the state capital.

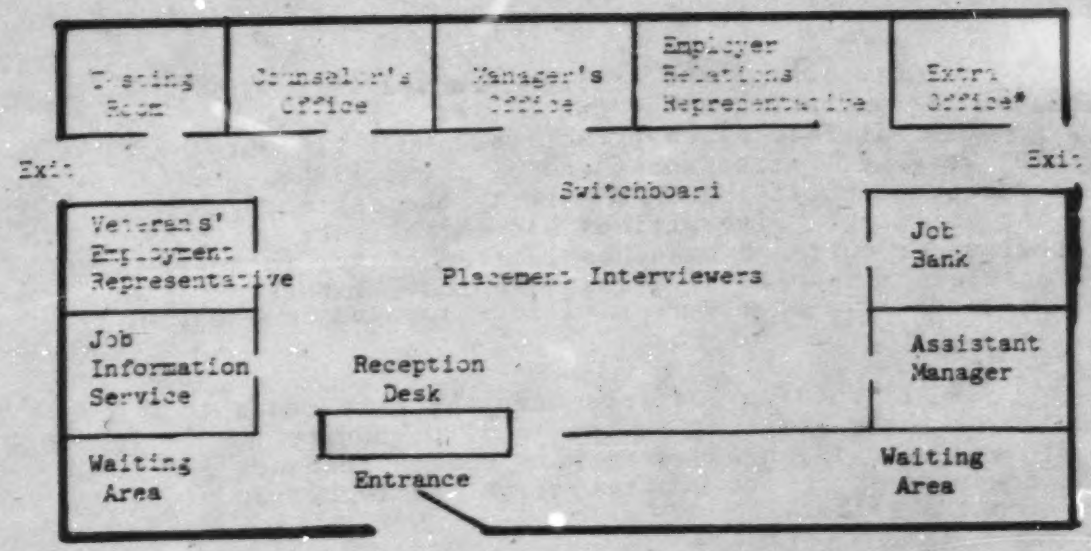

Figure 1-3: Separate Office Model

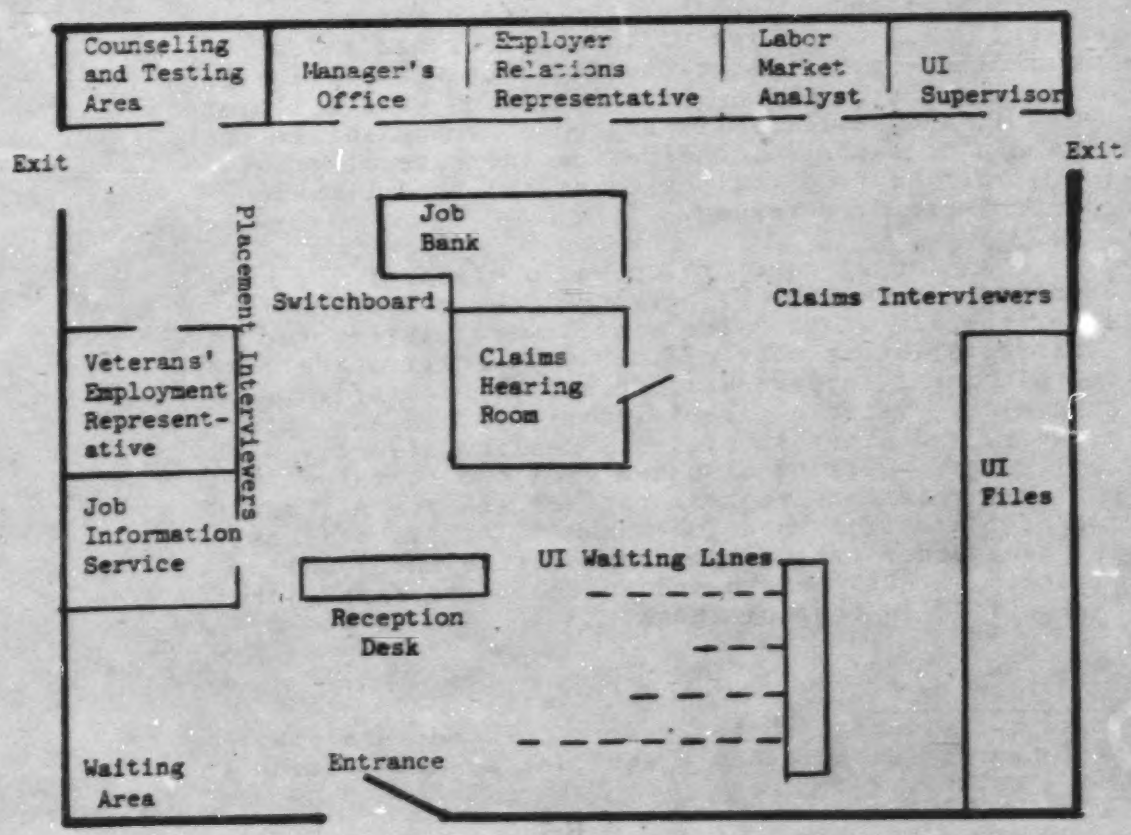

Figure 1-4: Combined UI Model

The median number of job applicants on file at the 20 offices was 15,000. A third of the offices were grouped around the median, a third had larger numbers of applicants (up to 25,000), and a third had fewer than 10,000.

Five offices had fewer than 20 percent minority applicants, and six had more than 40 percent. However, at only one of these six was there a comparable percentage of minority staff members. In the nine offices located in cities with medium to high percentages of minority group population, eight had correspondingly medium to high levels of minority group applicants (25 to 61 percent). Conversely, in the 11 cities with small minority group populations, there were seven ES offices with medium-sized minority group clienteles. Eight offices also had someone of the staff who spoke Spanish and was used to handle non-English-speaking Spanish clientele. Of the offices with no Spanish-speaking staff, three had sizeable Spanish-speaking populations.

The reported placement rate expressed as a total of all applicants available was 14.5 percent and expressed as a total of just new applications and renewals was 21.6 percent. The rate which would be comparable to that defined for the study, i.e., of all persons using the ES during the last six months of 1974 to find work, the number placed by the ES, is somewhere between the two extremes.*

* The employment service reports, understandably, only the higher rate based on new applications and renewals. This is, however, an inflated estimate of the actual rate unless job search periods are constant and short. The rate based on total applicants is, conversely, overly conservative since some old applications are not properly purged from the files. From the interviews with job seekers, moreover, we found that only 72 percent of those reported to be placed said they found their jobs from the ES. If most of this discrepancy is due to improper re orting (and not interviewee forgetfulness), the reported rate corresponding most to that found would be about 19 percent since we found that 20 percent of all successful job finders reported they found their job from the employment service, but that one third of all persons using the ES did not find jobs during the study period, a placement-to-applicant rate of 14 percent.

Figure 1-5 shows the characteristics of the offices included in the study, including reported rates for placement and services (counseling, testing, etc.).

As mentioned, the reported placement rates are somewhat higher than found by the study or than stated by applicants sampled as ES placements. However, the rates published for counseling, testing, etc., are considerably lower than reported by ES users. This could, of course, be a problem of perception. What is considered a counseling session is only an interview. It is interesting, though, that the estimated rate obtained from interviews with the managers and staff was also higher than the reported rate and very similar to that also reported by users.

1.1.4.2 The Jobseeker Services

The standard sequence of ES services includes the initial application at intake, the interview with the placement interviewer, referral to a job and/or return visit to check the Job Information Service listings. Relatively few applicants saw counselors instead of or in addition to interviewers -- primarily those with handicaps or those new to the work force with little idea of the kinds of jobs they were looking for. Similarly, few were tested for their aptitude or skill levels. Job applicants who were veterans were likely to see a veterans' representative instead of a placement interviewer or counselor.

Action by Intake

Fourteen out of 20 offices sent new applicants directly to interviewers once they had filled out their work histories on the application form. The other six sent them directly to check the computerized job listings in JIS; only if they found a likely prospect were they usually given access to the interviewers.

About half the offices grouped their interviewers by broad occupational areas, with the intake unit assigning applicants to specific interviewers based on their previous work histories or the jobs they desired. At the other offices all interviewers were generalists, and applicants saw the first interviewer available.

	Staff Size	Total Applicants	New Applicants and Renewals	Percentage Minority*	Placement Rate	Receiving Counseling, Testing, Etc
Baton Rouge	30	13200	8883	43%	17%-25%	6%- 9%
Cambridge	11	6203	3150	10%	11%-22%	8%-17%
Charlotte	28	15272	13443	51%	13%-14%	13%-15%
Chattanooga	52	18669	12197	28%	8%-13%	8%-12%
Columbus	17	18220	12294	50%	15%-22%	11%-16%
Ft. Lauderdale	28	15853	11488	36%	21%-29%	8%-11%
Glendale	12	10676	6540	31%	19%-31%	4%- 7%
Greensboro	18	16736	11423	40%	11%-17%	9%-14%
Hammond	21	10736	6324	25%	13%-21%	6%-11%
Lexington	24	10642	7279	25%	10%-15%	14%-20%
Portsmouth	11	13283	8211	61%	12%-20%	8%-13%
Riverside	14	14992	10267	29%	8%-11%	5%- 7%
St. Petersburg	29	14020	9019	30%	19%-29%	12%-18%
South Bend	39	22057	12086	21%	11%-22%	9%-17%
Spokane	20	25775	12342	9%	17%-35%	4%- 9%
Springfield	35	18593	14016	3%	17%-22%	12%-16%
Topeka	19	9886	7721	18%	23%-30%	16%-20%
Trenton	22	9677	7824	54%	14%-17%	13%-16%
Yonkers	16	3429	2630	29%	20%-26%	18%-23%
Youngstown	25	15131	9655	33%	7%-10%	10%-19%

Figure 1-5: Office Characteristcis from ESARS Data

* Includes Spanish-speaking applicants.

Interviewing and Job Referral

Interviewers generally saw 20 to 30 applicants a day for an average of 10 minutes each. Interviewers relied primarily on the information provided by the job bank for job openings, and on the job seeker's application form for his job qualifications. Most interviewers had viewers or print-outs at their desks which were routinely scanned for job openings. In addition, they usually had copies of the same day's orders when the job bank was located within the local office. In 14 out of 20 offices, interviewers were allowed to take orders themselves. Interviewers tended to object to exclusive job bank order-taking as "cutting them off from the employers."

Interviewers sometimes may go beyond the simple applicant/order match and use their contact with employers to gain leads about potential unlisted job openings. Although this varied by individuals within offices, it tended to vary more across offices, probably indicating more management direction than individual initiative.* At about a third of the offices, interviewers mentioned that they would call employers for "qualified" applicants for whom there were no listed openings.

The referral process at most offices followed the individual employer's specifications, i.e., whether ES called to set up an interview for the job applicant, whether the applicant himself would call, or whether he would go directly without phoning first.

Follow-up was usually a combination of waiting two or three days for the employer to mail back the referral card presented him by the applicant, and, in some cases, contacting the employer by phone. This was done by the interviewers themselves, or by a special verifier in the job bank unit.

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* As further evidence that managers and supervisors were setting the tone, several offices in this group were able to offer extra applicant or employer services, e.g., a Dial-A-Job recorded message of openings, updated every 24 hours.

Counseling and Testing

At virtually all offices, counselors described their main task as helping applicants determine their occupational interests under the conditions of the current labor market. Motivational and personal counseling was not done except as a by-product of vocational counseling. When a person's intermittent job history seemed to be the result of difficulties adjusting to the work environment, personal dispositions might be discussed.

Counseling varied from giving pointers on grooming habits and presenting oneself at job interviews to attempting to help people clarify their vocational identity. Psychological counseling was considered outside the province of the ES, and such cases were sometimes referred to other agencies. At the same time, most counselors did see some value in "just rapping" with the applicant.

Testing was given either to help counselors make vocational determinations, or to help interviewers screen out applicants that did not meet the skill levels demanded by employers. Except for routine clerical tests, most aptitude tests were given at the demand of employers or, in the case of admittance to apprenticeship programs, by unions.

The Job Information Service

The Job Information Service is a section of the office where applicants can review the day's job openings on microfiche viewers, computer printouts, or bulletin boards. The computerized job information, arranged by occupational category, was supplied by the job bank system, and was identical to that used by the interviewers, except that the applicant version suppresses the identification and location of the employer. This was to prevent employers from being deluged with applicants, particularly ones who are not qualified for the work. After applicants found job prospects in JIS, they had to be interviewed (and presumably screened) before being referred to the employer.

JIS was a prominent and well-used unit in some offices, occasionally occupying a whole wing of the building, comprising 25 viewers, three JIS interviewers, and a clerk to explain the viewing machines. In others, it consisted of a single viewer in a corner, unattended except for *ad hoc* instruction by placement interviewers or intake staff.

All offices used the daily job bank microfiche in their JIS sections, but some supplemented this with posted announcements of new orders that had just come in, announcements of jobs on the fiche that were now closed, or other placement information, e.g., civil service examinations.

All but the two offices without job bank systems had JIS sections, although one had just been installed and was not yet operational. Offices varied in the sequence in which they used JIS, the selectivity of JIS users, the prominence and physical facilities accorded JIS, and the currency of JIS information.

Six offices required use of JIS before applicants could see interviewers, including their initial visit. An additional six offices expected applicants to check JIS on all return visits before seeing an interviewer. These offices, however, did not require its use; instead JIS was an available alternative to placement interviews for job seekers.

There was a mixed feeling about the desirability of having applicants check the JIS before seeing an interviewer. Although some interviewers felt this simplified their job, since the applicant could pre-screen the available openings, most felt it had the opposite effect: a considerable amount of time had to be spent explaining to applicants why they couldn't be referred to the job they had selected, usually a relatively high-paying one. In such cases, interviewers were either faced with a confrontation with the applicants, if they did not refer them to the employer, or with complaints from the employer if they did.*

* In most cases, the actual confrontation would probably occur between the employer and the job bank verifier or an ERR.

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1.1.4.3 The Employer Services

Employer contact with the office is usually limited to telephone calls at the time the order is placed and when follow-up is made. Although some employers received visits from ERRs or visited the offices themselves, they were in the minority. Both the characteristics of the applicants referred by the ES and the manner of referral and follow-up largely determined employers' perception of the ES.

Order-Taking and the Role of Job Banks

In the 18 areas with job banks, orders are usually key-punched to the district job bank, or occasionally to the state capital, for inclusion on a daily microfiche supplied to local offices. The job bank regulated the number of referrals per opening that interviewers sent out. These functions were performed by a local job-bank staff usually consisting of two or more order-takers, a key-punch operator, and a referral control clerk. There might also be a verifier to check with the employer on the results of referrals and the status of the order, although this was often done by the order-takers or interviewers.

The offices varied in the extent to which their job banks controlled order-taking. Where the job bank was located outside the local office (half the offices) regular placement interviewers at the local office took a large number of the orders.* The external job banks sometimes slowed down office placements, however, since the order was not communicated to local staff until the arrival of the next day's microfiche. In offices that had a job bank on site, copies of incoming orders were immediately made available to staff.

Even where orders were taken by job bank order-takers based at the local office, placement interviewers often continued to take some orders themselves. At one office with its own job bank on the premises, direct employer contacts with interviewers accounted for 20 percent of the incoming orders, the job bank for 80 percent.

* Orders taken by interviewers were often filled immediately at the local office and processed as "in/out" orders -- never actually appearing as open orders on the daily microfiche.

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Employers frequently requested specific interviewers they knew and who understood their particular business needs. While it is possible for an employer to achieve personal rapport with an order-taker as well as an interviewer, it is unlikely to be as helpful to him in obtaining qualified referrals since order-takers are disassociated from the interviewing and screening of applicants. Also, job bank order-takers did not specialize in industrial or occupational areas, as did interviewers at 60 percent of the offices.

Employer Relations

All offices retained staff whose function was to make periodic visits to employers. These employer relations representatives (ERRs) performed a public relations function for the ES in the business community, and their backgrounds were usually akin to those of the people whose business they seek. The following description from one office was not atypical of their backgrounds:

> *The full-time ERR was a store manager "for many years." He belongs to the Kiwanis Club, a church, the Chamber of Commerce, is a Mason, and pays all dues out of his own pocket. He also pays for his own name cards.*

Many ERRs were also retired military officers.

In their efforts to sell the ES to employers, ERRs had a standard battery of techniques. Besides the "personal touch" provided through face-to-face meetings with employers, they distributed labor market periodicals, statistical data on minority work force useful to companies trying to meet affirmative action guidelines, and sometimes lists of qualified applicants currently seeking work through the ES.* In two offices of the sample, they could arrange for turnover and wage studies for employers who requested them, set up personnel systems for new firms, and provide other technical services.

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* This was mentioned as highly desirable by several employers. Many prefer to review lists or resumes prior to seeing applicants.

Typically, ERRs did not directly solicit job orders, but would pass on orders received during their visits to the job bank or to the interviewing staff.* They also provided local offices with general feedback on employer needs and problems.

Large employers received the primary attention of most ERRs.** Such establishments, particularly if they were good customers" of the ES, were visited several times a year, while a small employer was visited once--if at all. The large employer with a frequent job turnover received the most visits; thus, ERRs devoted as much, if not considerably more, time to maintaining present users as to recruiting new ones.

Labor Market Information

The production and communication of labor market information is an ES resource that the local offices had to one degree or another. Half had their own labor market analysts, while half were served by analysts based at state or district offices. All offices distributed (usually on a mailing list basis) a monthly newsletter on local labor market trends in their areas, and most also made available area manpower reviews and annual manpower planning reports. These labor market periodicals were sources of information for ES interviewing staff as well as for employers. Few job-seekers, however, availed themselves of these periodicals, although they might obtain the information indirectly through the press.

Special Relations with Employers

Most offices had no institutionalized relationships with local employers, but instead relied on ERR contacts and individual membership in community and business organizations on the part of ES managers and staffs.***

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* At two offices, ERRs also take incoming phone orders from employers on those days when they are in the office.
** Fifty-four percent of major market employers who used the ES reported visits by ERRs compared with 35 percent of minor market employers.
***Several managers said their ability to become members of the Chamber of Commerce was inhibited because the ES could not reimburse them for fees, travel, or other related expenses.

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At six offices, managers sat on local manpower planning councils with public officials and business representatives. At two others, the ES furnished labor market information to employer groups as well as individual employers. Two others were in The Employment Service Improvement Program designed to bring the ES and employers closer through increased personal contact and information exchange.

PART ONE

SECTION TWO: EMPLOYER RECRUITMENT AND THE EMPLOYMENT SERVICE

The employer who turned to the employment service as a part of his recruitment was quite different from the employer who relied exclusively on other methods. However, the difference is not as traditionally supposed: it is the larger, more structured employer who uses the employment service, not the small employer or the employer providing only marginal employment.

1.2.1 COMPARISONS: THE ES USER AND EMPLOYERS IN GENERAL

Of those classified as major-market establishments,* 46 percent used the employment service as a part of their recruitment activities during the last six months of 1974, Table 1-5 & Table 1-6

* Major-market and minor-market are employment service designations to separate the larger employer from the smaller in each community. The definitions vary from community to community. In one, a major-market establishment may have as few as 25 employees, in another no fewer than a hundred. The definition is for some uses, however, more consistent than one which would be uniform across the country (e.g., firms with over 100 employees since the meaning of "large establishment," is relative to a particular labor market. Moreover, ES policy, particularly employer relations, is often based on the distinction.

the study's critical incident period (CIP). By contrast, only 22 percent of minor-market employers had used it. At one time or another, over 73 percent of all major-market employers will have used the employment service compared with only 53 percent of minor-market employers. The difference is even more noticeable by size, with only 17 percent of employers of 10 or fewer persons using the ES, but 49 percent of those having from 101 to 250 employees, 64 percent of those with from 251 to 500 employees, and 74 percent of those with more than 500 employees.

Figure 1-6 shows the summary distribution of three employer populations: the current ES user (those using the ES for their recruitment during the CIP), the previous or occasional user (those using it at one time as a part of their recruitment, but not during the CIP), and the non-user (those employers who *never* made use of the ES as a part of their recruitment). As is evident in the Figure, the population of employers using the ES is made up of a much larger percentage of large establishments, of establishments which are part of larger firms; of establishments with personnel departments; of establishments having their recruitment vested with managers, department heads, or personnel departments; and of establishments with formal policies for special applicant groups, such as minorities, veterans, or handicapped persons. Table 1-6

The distribution of employers by industrial code, Figure 1-7, shows that a disproportionately small percentage of users are found in construction and finance, and a disproportionately high percentage in the manufacturing industries. However, in broad form, the fluctuations about the industrial averages are relatively small, and the distribution of ES employers is roughly comparable to the distribution of all employers in the area. Table 1-7

If one considers the occupations recruited for, instead of the employers themselves, one finds similar results. As shown in Figure 1-8, the distribution of occupation for ES users is roughly comparable to the distribution in the cities as a whole, except that the employment service has a lower than average percentage of clerical orders and a higher than average percentage of service, machine trades, and bench work orders -- these corresponding to the emphasis given to the ES by manufacturers. Overall, the ES received 23 percent of all orders available in the communities from 25 percent of all employers. This represented about 70 percent of all orders potentially available from using employers.

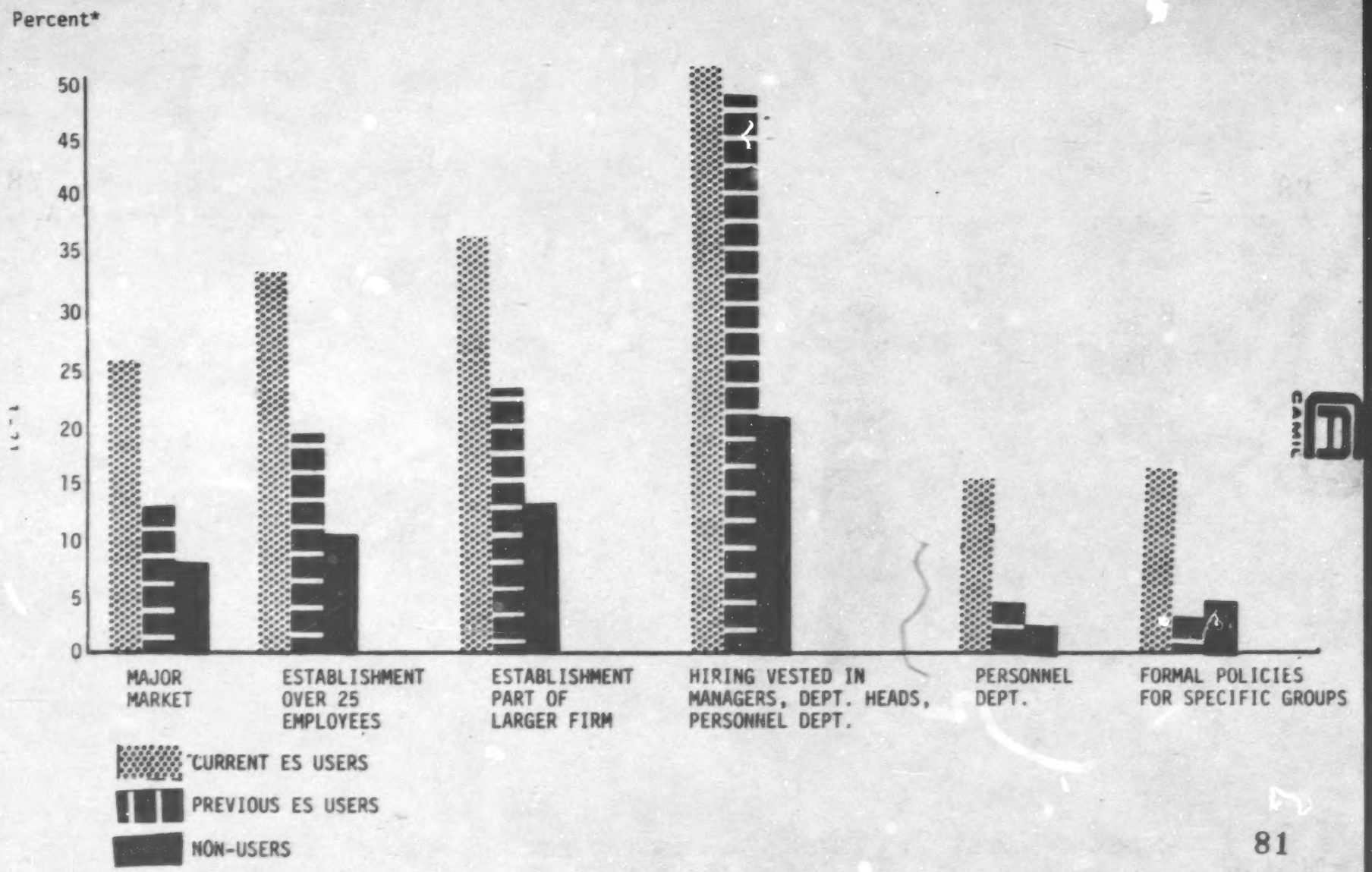

Figure 1-6: Comparisons Between ES Users and Non-Users

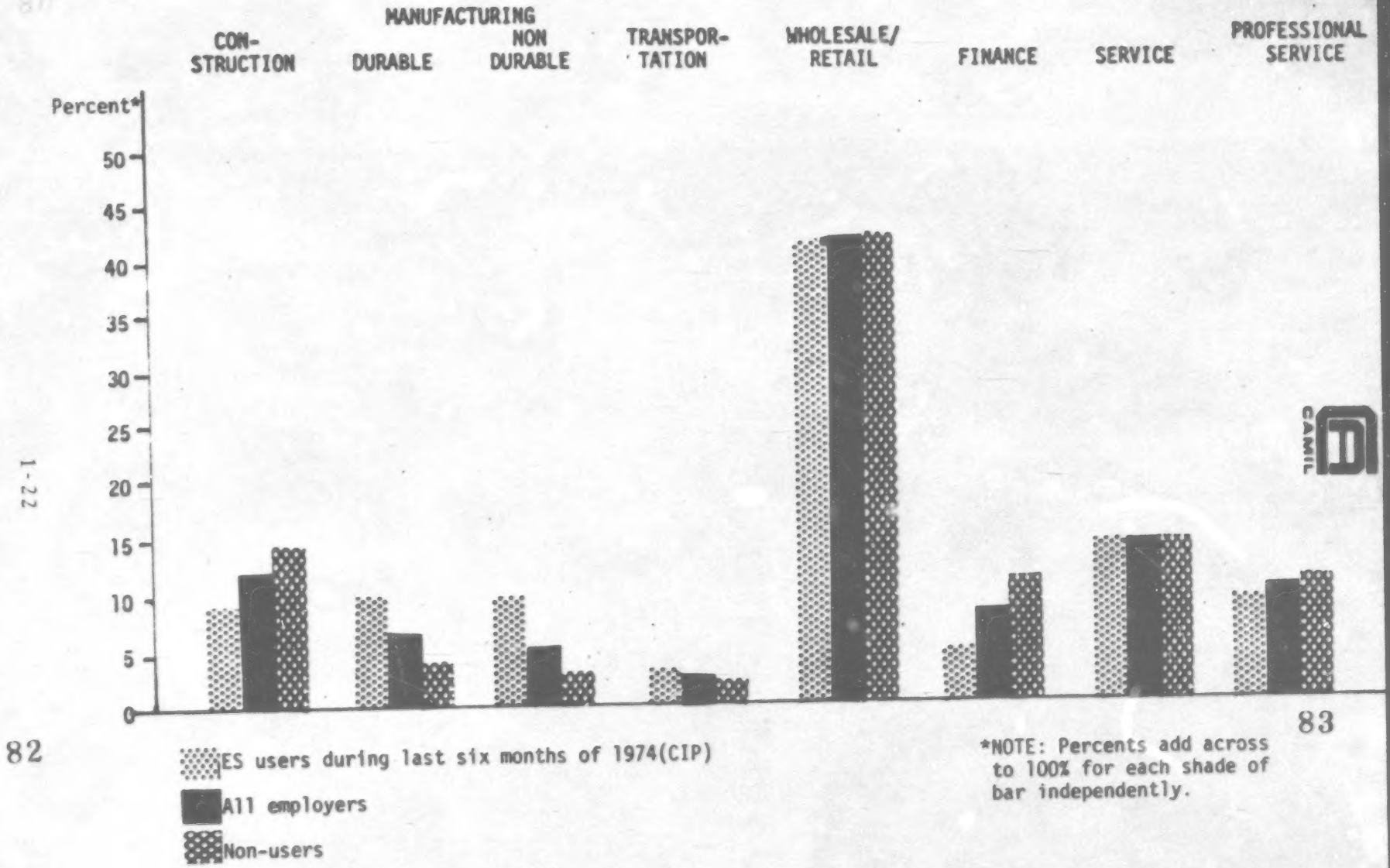

Figure 1-7: Relative Distribution of All Employers (Black Bar), of All Employers Using the Employment Service (Dotted Bar) and of All Employers Not Using the Employment Service (Hatched Bar)

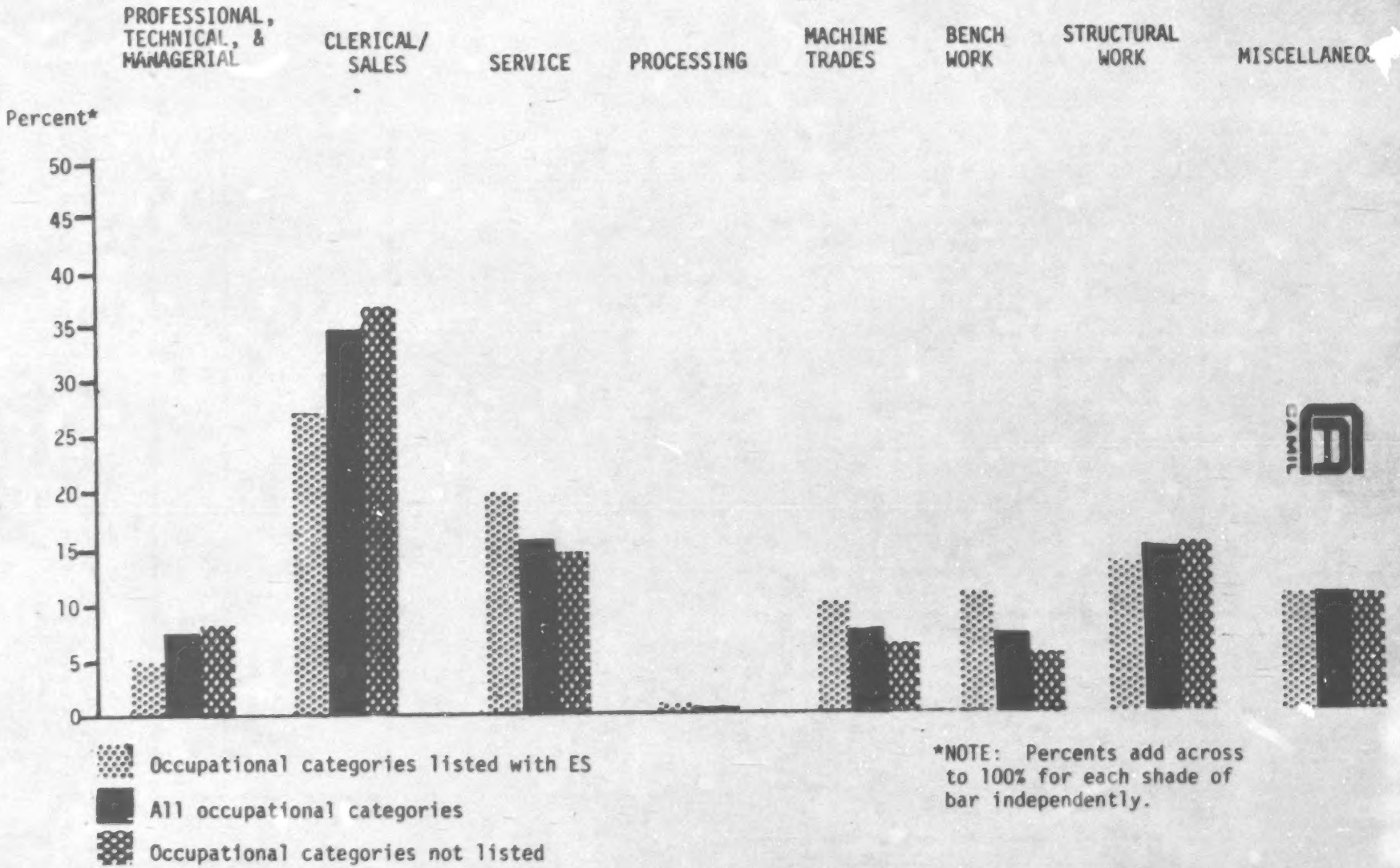

Figure 1-8: Distribution of All Occupational Orders (Black Bar), All Orders Received by the ES (Dotted Bar), and All Orders Not Received (Hatched Bar)

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Just as the larger firms used the employment service, the larger orders tended to be placed with the employment service. Of single orders, for example, only 18 percent were placed with the ES while for orders for 10 or more persons, 53 percent were placed with the ES. As a result, even though the employment service is used by only 25 percent of all employers, listing with them about 70 percent of their orders, it receives nearly 37 percent of all openings in the community at any time. The distribution of openings across occupations, Figure 1-9, shows that the pattern of ES openings approximates that of those generally available, except for a smaller than average share of clerical-and-sales openings and a higher than average share of service, processing, machine trades, and bench work openings. A comparison of Figure 1-8 and Figure 1-9 shows that the proportion of structural work and service openings is much higher than the proportion of structural work and service orders. This is due to the larger size of each order in these occupational areas.

Table 1-5

Table 1-8

There could still be some question as to whether or not the occupational orders listed are typical of those available from all employers. A comparison of the wage levels reported for the positions by all employers and by ES-listing employers shows that there is little difference. The median wage paid by ES-listing employers is slightly higher in three occupational areas (professional, technical and managerial, clerical and miscellaneous), about the same for service occupational areas, and lower in four areas (processing, machine trades, bench work and structural work). As shown in Figure 1-10, the median and mean wage for employers listing with the employment service is only slightly lower than for all employers, a difference probably attributable to the higher percentage of employed by ES using establishments.*

Table 1-9

	Median Wage	Mean Wage	N=
All Establishments	$2.94	$3.62	517
ES Listing Establishments	$2.85	$3.43	403

Figure 1-10: Median and Mean Wages for all Employers and ES Listing Employers

* The median and mean wages received by all male and female employees, those obtaining work at ES listing firms, and those placed by the ES is discussed on page 2-32. These show few differences, with the salaries for men somewhat lower at listing firms, and for women somewhat higher.

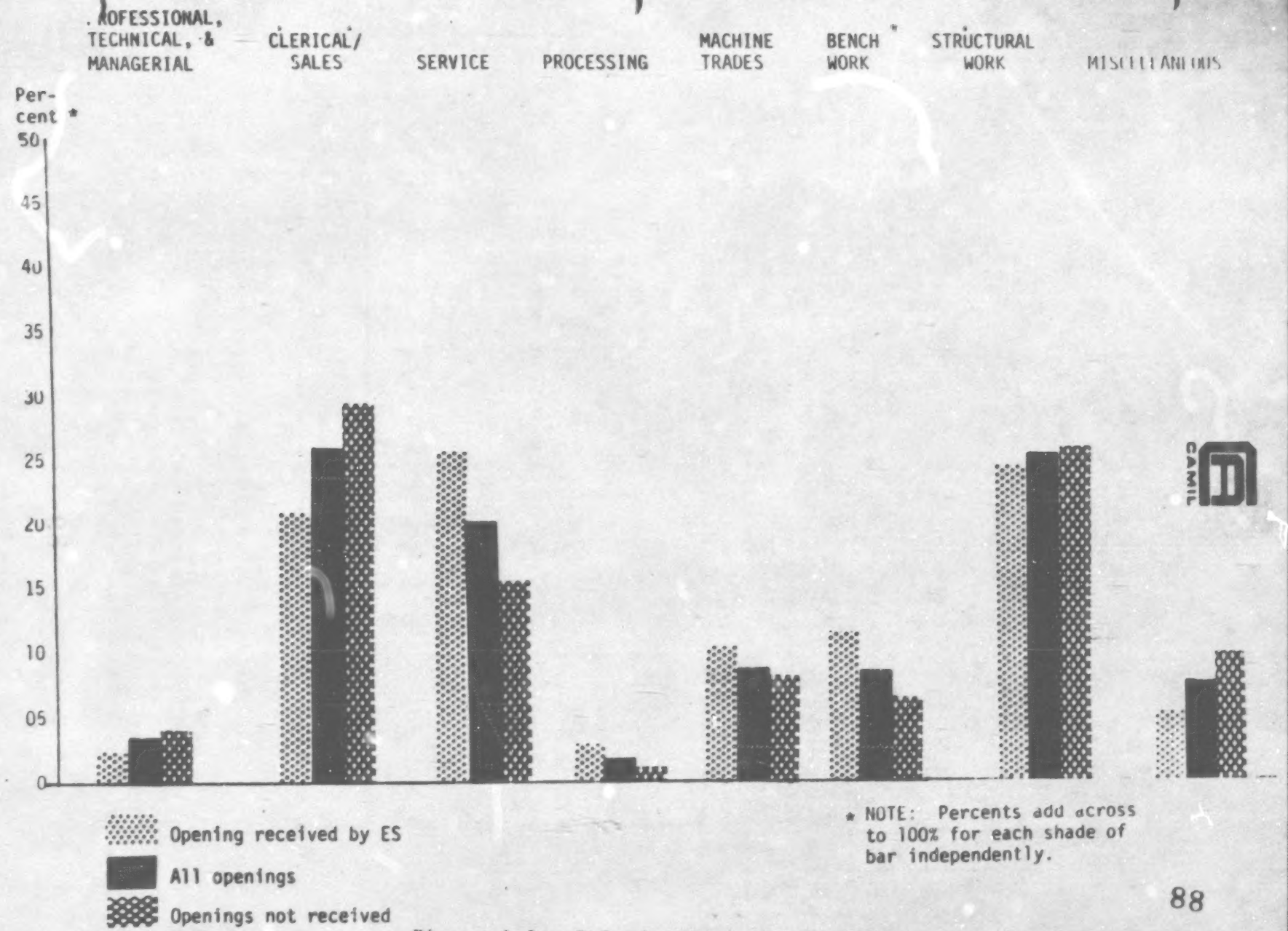

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Figure 1-9: Relative Distribution of All Openings (Black Bar), All Openings Received by The ES (Dotted Bar), and All Openings Not Received (Hatched Bar)

1.2.2 Recruitment: Methods by Employer Type

All recruitment methods of employers, not just the use of the employment service, were influenced by employer characteristics, particularly employer size and industrial area.

1.2.2.1 Recruitment: Methods/Successful Methods

In order of frequency of methods used for recruitment, employers turned to their employees, to newspapers, to persons applying at the "gate," to their application files, to their business associates, to the state employment service, to school placement offices, and to private employment agencies. These were also the most successful. However, the state employment service passed business associates as the next most successful, as shown in Figure 1-11.

RANKING BY USE	RANKING BY SUCCESS
Employees (54%)	Employees (32.5%)
Newspapers (45%)	Newspapers (29.6%)
Gate Hires (37%)	Gate Hires (23%)
Applications (34%)	Applications (16%)
Business Associates (27.5%)	STATE ES (14%)
STATE ES (27%)	Business Associates (11.5%)
School Placement (15%)	Private Agency (9%)
Private Agency (12%)	School Placement (7.6%)
Community/Welfare (8.2%)	Labor Unions (4.6%)
Unions (4.6%)	Community/Welfare (2.3%)
All Other (2.7%)	All Others (1.3%)

Figure 1-11: Recruitment and Successful Recruitment

These patterns varied considerably by size of company, industry, occupation area searched for and company characteristics. Major-market establishments, Figure 1-12, placed the greatest reliance on newspaper ads, followed closely by employees, gate hires, and applications. After that was the State ES, business associates and private employment agencies.

METHOD	MAJOR MARKET USED	MAJOR MARKET SUCCESSFUL	MINOR MARKET USED	MINOR MARKET SUCCESSFUL	TOTAL USED	TOTAL SUCCESSFUL
Applications on File	41	25	28	7	34	16
Gate Hires	44	28	30	18	37	23
STATE ES	33	19	20	9	27	14
Private EA	14	12	10	6	12	9
Newspaper Ads	50	34	34	25	45	29.6
Labor Unions	6	6	3	3	4.6	4.6
School Placement Offices	14	8	16	7	15	7.6
Ads in Trade Journals	1	0	.3	0	.7	0
Community or Welfare Agencies	14	4	2.1	.6	8.2	2.3
Employees	47	31	57	34	54	32.5
Business Associates	25	9	30	14	27.5	11.5
Recruitment in Other Geological Areas	1	.7	3	2	2	1.3

Figure 1-12: Recruitment, Used and Successful

The most successful for these establishments were the newspapers, employees, gate hires, applications on file, and the state employment service. For the minor-market employer, employees were most often turned to, followed by newspapers, gate hires, business associates, applications on file, and the state employment service. The most successful methods were employers and newspaper advertisements. The state employment service provided a hire more often than the small employer's file of applications.

By Industrial Area

There was considerable variation in recruitment methods by industrial area. Although almost all employers made extensive use of employees, applications on file, gate hires, and newspapers, there were exceptions. Only 18.6 percent of transportation/communication searches involved employees, compared with well over 60 percent for manufacturers of durable goods, and non-professional and professional service firms. Financial institutions relied little on applications (19 percent) compared with manufacturers of durable goods (53 percent), and most other industries which averaged about 30 percent. Applicants at the "gate" were most common in manufacturing (durable) establishments and construction, and least common in financial institutions (15 percent) and professional service firms (16 percent). Newspaper advertisements were most often used by non-professional service firms (63 percent) and least often by professional service firms (21 percent). Table 1-11

Part of the reason for the variation was because of the total number of methods used by different industries. For example, manufacturers of durable goods averaged twice the number of recruitment methods to search for employees for given openings as did transportation/communications employers. However, part of the variation was also due to variation in emphasis on the other, less common methods. The use of the employment service varied from 46 percent for manufacturers of durable goods and 35 percent for manufacturers of non-durable goods to 17 percent for financial institutions and 16 percent for professional service establishments. Private agencies varied from 19 percent for financial institutions and 12 percent for professional service and wholesale/retail establishments, to only 2 percent for construction employers. Construction employers, as would be expected, made the greatest use of labor unions, 26 percent, compared with 3.2 percent for manufacturers of non-durable goods and essentially no use in all other industries. Except for construction employers (2 percent), school placement offices were reasonably consistently used by all employers (23 percent to 16 percent).

Most successful recruitments tended to come from employee referrals, although this varied from 54 percent for manufacturers of durable goods to 15 percent for transportation employers. Newspapers varied from 36 Table 1-11

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percent for nonprofessional service firms to 21 percent for transportation employers, and gate hires from nearly 40 percent for construction employers to less than 10 percent for financial institutions. Applications, though often consulted, proved to be a poor source of employees for some employers. Although it did provide a successful applicant in almost every case for transportation employers, for nonprofessional, service establishments only 3.3 percent of employees were found from the application file, a success rate of less than 10 percent. Similar variation was true for the employment service which provided a successful applicant about 20 percent of the time for manufacturers but only two percent of the time for financial and nonprofessional service firms. Unions were, again as expected, most successful in the contruction industry, providing at least one successful applicant every time they were used.

Private agencies had a very high success rate: 100 percent in transportation/communication, nonprofessional service, and construction establishments, and over 50 percent in all others.

Overall, the ratio of methods used to methods succeeding is shown in Figure 1-13.* It should be noted that the employment service success rate, about 50 percent, is comparable with school placement offices and community welfare agencies. This rate is considerably below, however, unions (100 percent), private agencies (75 percent), and employees, newspapers, and gate hires (over 60 percent). The ES was slightly more successful than either the use of applications on file or business associations.

By Occupation

The use of the employment service for recruitment ranged from almost 50 percent for the processing occupations, to 12 percent for the professional occupations. The ES provided at least one successful applicant for almost all processing recruitments but a successful applicant for only about one-third of professional and clerical

Table 1-12

* This definition of success is simply the provision of at least one successful applicant from the method, regardless of how many openings were available. For example, although the ES provided a successful applicant for 50 percent of all orders, this represented only about one employee for every three openings.

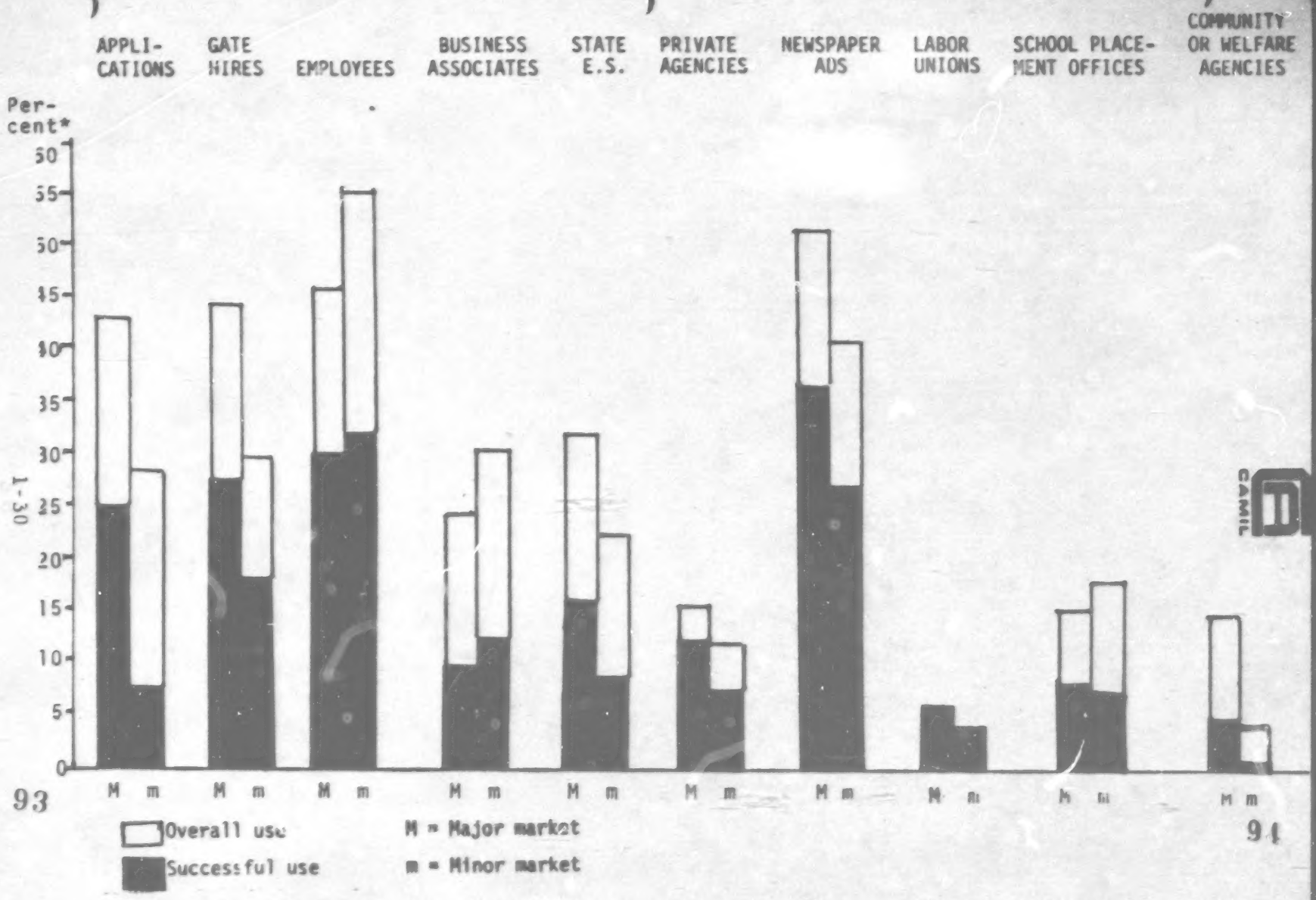

Figure 1-13: Percentage Of Use And Success For Recruitment Methods

recruitment and less than one-fourth of structural work, service and miscellaneous recruitment.

In general, recruitment patterns were as might be expected. The professional and technical areas relied heavily on employees, business associates, and school placement offices; structural work areas on unions, and gate hires; and most others on newspapers, employees, gate hires and applications. On the average, most hires came from employees' referrals for almost all recruitment, but gate hires were greatest for structural work and bench work areas. The newspapers were most successful for clerical and sales hires and least successful for processing hires. Private agencies provided a successful applicant for 16 percent of all clerical and sales recruitment (representing a success rate of nearly 100 percent) over twice that of the employment service. Table 1-13

By Number of Openings

The number of openings strongly influenced recruitment methods. Employers with only a single opening relied heavily on their own employees and associates. A lower than average use was made of newspapers, the employment service, applications, or gate applicants. As the number of openings increased, greater emphasis tended to be given to all methods, because recruitment was to multiple sources, particularly to formal methods for orders with 10 openings -- the employment service was used 53 percent of the time, newspapers over 50 percent of the time. The use of the private agencies declined, however, primarily due to the nature of the occupations it is used for: clerical and professional and technical. Both occupational orders usually have only a few openings. Table 1-14

As the number of openings increased, the percentage of successful sources increased uniformly for most categories, consistent with the fact that every order was for several openings. For example, the employment service provided only five percent of the successful applicants for orders with one opening, a success rate of 28 percent, compared with 37 percent of searches for 10 or more openings, a "success" rate Table 1-15

of nearly 90 percent.* In fact, for orders with 10 or more openings the employment service was the third most common source of all hires, following only gate hires (74.5 percent) and employees (61.1 percent). For orders with only one opening, however, it was the seventh most common source, following employees, newspapers, business associates, gate hires, private agencies, and other methods.

Unlike the employment service, the private agency declined rapidly as a source of employees as the number of openings increased. Only 6.1 percent came from private agencies for orders with from four to five openings (compared with 19.4 percent for the ES), only four percent for orders with six to nine openings (compared with 25 percent for the ES), and of course, none for orders with 10 or more openings since the private agency was not even consulted as a source by our sample of establishments.

By Presence of a Personnel Department

Companies with personnel departments used the state employment service over twice as often as those without (50 percent to 24 percent). They also made more frequent use of newspapers, employees, applications and gate hires than those without personnel departments. Those without made more frequent use of private agencies, school placement offices and business associates.

One possible reason for this difference is the need for screening by the employer without a department. This was the single most cited reason for use of private agencies,**and is probably relied on with the school placement office and business associates as well. The state employment service was usually not used as a source of screening by small employers.***

* Again, this simply means that at least one successful applicant was referred from the method. In other words, a source providing one successful referral for an order with 10 openings was as "successful" as the source providing nine successful referrals.
** See Part Two, page 2-22.
*** See Part Two, page 2-2.

By Responsibility for Hiring

When the owners (or principal officers or managers) of a company are directly responsible for hiring they turn to their employees, those who apply directly, business associates, and applications. In only 20 percent of their searches do they use the state employment service.

Only when a personnel officer is responsible for hiring does the use of the ES greatly increase (51 percent). This is obviously related to the presence of a personnel department and to the size of the establishment.

Relative Influence of Different Employer Characteristics on Recruitment

The preceding paragraphs have considered a variety of employer characteristics independently. The problem with such analyses is that factors influencing use are inter-related. For example, only 2 percent of minor-market firms have personnel departments compared with 30 percent of major market firms, see page 1-4. To unravel the relative contributions to the use of the employment service by the most dominant factors, a simple, binary regression was performed using the following employer variables:

- Size: 1 to 24 employees, 25 to 100 employees, and 100 or more employees.
- Industry: manufacturing or not; wholesale/retail or not.
- Personnel Department: establishments having one or not.
- Formulated Policies for Special Groups: having them or not.

All variables were significant except the presence of a personnel department or whether the establishment was classified as wholesale/retail. In most cases, the effect on use of the employment service was dramatic. For example, an establishment with under 25 employees, neither manufacturing nor wholesale/retail, without a

personnel department and without a formulated policy for special groups would have a probability of only .14* of using the ES. Manufacturers, regardless of size, would have a probability of .31, and manufacturers with over 100 employees of .64. Having a formulated policy for minorities or other special groups also increased the probability of use by .26. Thus, the ES reaches 90 percent of all large manufacturers with special programs.

The reasons for wholesale/retail establishments and personnel departments not being significantly correlated with ES use were different. Personnel departments were so correlated with establishment size that their effects could not be statistically separated, while the wholesale/retail contribution could not be determined because there was none to be had, i.e., there is no reason to believe the coefficient was different from zero, apparent from Figure 1-7, discussed earlier.

1.2.2.2 Combination of Recruitment Methods

To understand how recruitment methods were used in combination with one another, the methods of most interest to the study (the employment service, private employment agencies, and want ads) were examined to determine:

- Use as a function of number of separate recruitment "searches."
- Exclusive use of the method.
- Use of the method with a single other method.
- Use of the method with two or more other methods.

Differences were then identified as a function of key employer variables.

* A .14 probability may be interpreted as an ES penetration rate defined on employers of 14 percent.

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The Use of the Employment Service

Overall, the ES was used for 23.5 percent of occupational categories (orders) for which employers were recruiting.* However, the ES was used for 29.8 percent of the "searches" of employers recruiting for three occupational categories. If an employer did use the employment service for at least one job category, he tended to use it for most. For example, of using employers who looked for two separate categories of employees, 79 percent of all orders were listed with the employment service. In other words, in only 42 percent of all searches was one order listed with the employment service and the other not. When the employer was recruiting for three separate categories, 58.9 percent were listed, or nearly two out of three. Overall, 70 percent of all searches conducted by using employers were listed.

It is interesting to see whether the 29 percent which were not listed tended to form a pattern. For example, would the ES receive a service order from an employer who would not list a professional order also available. In fact, there was some tendency for employers not to list professional and clerical orders when other orders were present, but this was by no means as strong as has often been suggested. Figure 1-14 shows combinations of orders which "tended" to not be listed at all with the employment service, combinations in which a code was not listed when another code was, combinations when a code was listed when another was not, and combinations which tended to favor the employment service. As seen in the Figure, there were three more combinations of professional and technical orders, e.g., an order for a clerk and a professional, which tended not to be listed. In addition, there was one excess combination of some job category being listed while a technical or managerial order was not, and two cases more of having some category listed while a clerical order was not. There was,

* It is particularly important in this discussion to distinguish between orders and openings. An order is a clearly defined search for a certain type of employee, e.g., a search for two engineers, three clerks, etc. Thus, an employer with two recruitment searches was looking for two different categories of employees, probably in two different ways. He may, however, have been looking for fewer actual employees than an employer interested in only a single category but hiring 10 persons in that category.

by contrast, one more category when a professional order was given to the ES and another category not than the other way around, and one more favorable combination of clerical orders which tended to be listed than not, e.g., a processing and clerical order. From the summary column, however, one can see that there were nine combinations unfavorable to the employment service and only two favorable in the professional, technical and managerial groups. These tend to be balanced in the processing, machine trades and bench work clusters, in which the employment service has eight favorable combinations and only one unfavorable one.

Occupation Area	Unfavorable Combination of 2 Orders, 1 for Shown Code, but Neither Listed	Unfavorable Combination with Area Shown Not Listed while other Area Listed	Favorable Combination for Occupation Shown with other Area Not Listed	Favorable Combination of 2 Orders, 1 for Order Shown, but both Listed	TOTAL COMBINATIONS Unfavorable	Favorable
Professional	3		1		3	1
Technical & Managerial	3	1			4	0
Clerical & Sales		2		1	2	1
Service	2		2		2	2
Processing			2	1	0	3
Machine Trade			1	2	0	3
Bench Work		1		2	1	2
Structural Work		2			2	0
Miscellaneous		2		1	2	1
Total	8	8	6	7	16	13
	16		13			

Figure 1-14: Combinations Favorable and Unfavorable to the Employment Service

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This means that there is some tendency to hold back professional, technical and clerical orders, but it is by no means a dominant characteristic of employer policy to the employment service. As was evident for the occupational distributions discussed in the introduction, the employment service is used more often for the manufacturing related occupations than for the professional and technical and clerical occupations. These distinctions hold, moreover, for multiple as well as single orders. For employers recruiting for two categories during the last six months of 1974, when neither order was placed with the ES, professional and technical/managerial occupations made up a total of 15 percent of the total of all categories. For employers recruiting for two categories when both were listed, however, only 8 percent were in these areas. For employers recruiting in three categories, 12.4 percent were in the professional and technical areas when no order was listed with the employment service, and only 1.8 percent when all three were listed.* Table 1-17 Table 1-18

The employment service was, in addition, seldom used by employers as an exclusive recruitment method. When the ES was used, it was used alone only seven percent of the time, most often when the employer was recruiting for a single category. It was also seldom used with but one other method. In only one percent of all recruitment was the ES combined with the private agencies alone, and in only 8.7 percent of all recruitment with newspapers. Overall, in only 30 percent of the cases when the ES was used was it used alone or with one other method; 70 percent of the time it was used with two or more other methods.** The most common combination was the employment service with newspapers and some other method (28 percent of all searches) and the employment service with the private agencies (13 percent of all searches). All other combinations accounted for 29 percent together. Table 1-16

* The cases when some, but not all, were listed cannot be similarly analyzed since it is not possible from the distribution to tell which was listed and which was not. For example, for two-category recruitment the percentage of one-listed orders in the professional and technical/managerial areas was 19 percent, higher than when both were excluded.

** The average number of methods used by ES users was 3.6.

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There was some difference by size of establishment, with minor market ones being more likely to use the employment service alone (two percent to one percent) and with major market ones about twice as likely to use the employment service and newspapers alone (about 10 percent to five percent). Both major and minor market establishments were about as likely to use the employment service in combination with newspapers and other methods. But, major market searches used the private agencies in combination with other methods for 20 percent of all recruitment involving the employment service compared with only eight percent of the recruitment of minor market searches. In all, 35 percent of the searches of minor market establishments involved the ES and only one other method as compared with 20 percent of major market establishments. Table 1-19

The Use of Private Employment Agencies

Private employment agencies were used only about half as often as the employment service. Moreover, like the use of the employment service, they were used more often for multiple recruitment than for single recruitments (12.7 percent for three recruitments compared with 9.6 for one recruitment). However, the private agency was used more often alone than the employment service (16 percent of the time), but mose use was, like the use of the employment service, with at least two other methods (67 percent of all use). Minor-market establishments which made less overall use of private agencies than major-market establishments (10 percent to 18 percent), made significantly greater use of it alone (25 percent to 12 percent). For both major and minor-market employers the greatest use was in combination with at least two other methods.

The Use of Newspapers

Of the three formal methods considered, newspapers were the most commonly used (42 percent of all recruitments). Their use increased with the number of orders (25 percent for employers making a single "search" and 58 percent for employers making three "searches"), consistent with their increased use by large employers (51 percent for major-market establishments, 38 percent for minor-market establishments). Newspapers were used

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alone, however, only 17.4 percent of the time, and with but one other method only 12.8 percent of the time. Usually, they were also used with two or more other methods. For major-market establishments they were used alone 22 percent of the time, and for minor-market establishments recruiting for but a single occupation, they were used alone nearly 30 percent of the time.

1.2.3 Number of Openings

The majority of all occupational recruitments (53 percent) during the last half of 1974 was for a single opening. Recruitment for two to three openings occurred in 27 percent of the cases, for four to five openings in 7 percent of the cases, and for six or more, in 14 percent of all cases. The professional, technical and managerial, and clerical orders were almost invariably for a single individual or at most two or three individuals. Orders for service workers, processing occupations, and structural work occupations tended to be multiple orders.

The ES user had more multiple openings than average. Only 40 percent of ES orders were for a single individual, 7 percent were for two or three individuals, 8 percent for four to five individual, 7 percent for six to nine individuals, and 18 percent for 10 or more individuals. The average ES order represented 4.7 openings compared with 3.1 openings for all employers. In part, this reflects the distribution of orders across occupational areas. The ES received a greater percentage of orders for processing occupations (5.6 percent of all orders) than occurred across all employers (less than 1 percent), and a greater percentage in the service occupations (21 to 17 percent). The structural work occupations, which tended also to be multiple listings, were less frequently given to the ES (8 percent to 15 percent).* Table 1-23

Most of the difference is, however, attributable to larger orders within each occupational cluster. For every occupational cluster, the ES received a larger percentage of orders calling for two or more individuals

* Construction establishments were generally displeased with the ES, perhaps accounting for this single decline among the multiple listings, see Page 2-7.

than occurred in general. Even for the professional openings, for which a single individual was usually wanted among all employers, 80 percent of the orders were for two or more individuals. There are two reasons which explain this increase in multiple orders:

- Larger employers tend to be users of the ES.
- Employers with only a few openings tend to use more informal means (applications, employees, etc.) to the exclusion of the more formal means (the employment service, private agencies, newspapers).

1.2.4 Reason for Job Opening

Most openings (about 80 percent) occurred for both the user and non-user because of normal turnover There were some interesting variations. Only 50 percent of the technical and managerial, and processing openings resulted from normal turnover, and only 64 percent of the structural work openings. Forty-two percent of the technical and managerial positions were listed because of expansion, as were 64 percent of the processing occupations. The openings in structural work occupations due to normal turnover were about equally divided between expansion, business change, and recovery from unfavorable economic conditions. By contrast, almost all (96 percent) of service openings were due to normal turnover. Table 1-24

The distribution for the employment service listings, while showing similar general trends, was different within individual occupational areas. First, the ES order was listed more often because of expansion or recovery. Second, the listings tended to be for a combination of reasons, e.g., 70 percent of listings for processing occupations were because of normal turnover, 43 percent because of expansion, and 54 percent because of recovery. This is, of course, explained in part because openings accounted for by orders were larger than openings generally occurring among employers. It could also reflect, however, a tendency on the part of employers to deviate from normal hiring procedures when they are Table 1-25

faced with rapid expansion, or when they need to fill many openings quickly.*

1.2.5 Time to Fill Order

The length of time an employer can usually wait to fill an order is difficult to determine. The general tendency is, naturally, to prefer to find the right person as soon as possible. Consequently, answers to questions about waiting time tend to be: "right away," "immediately," "yesterday would have been better." Nonetheless, the employer responses to the study time divisions (week or so, within a month, several months, and no particular hurry) did vary enough to detect occupational variation and variation between the general population of employers and those who use the ES--assuming, of course, that response bias is constant across the categories.

Most employers (56 percent) would like to have positions filled within a week or two. Thirty-three percent could wait as long as a month, 6 percent could wait several months, 4 percent were in no hurry at all. Those hiring for service, structural work, and miscellaneous occupations were willing to wait the least time; those hiring for the professional and managerial, clerical and sales, and machine trades categories were willing to wait the longest. Table 1-26

In general, the ES user wanted people more quickly than average: possibly the reason for using the ES in the first place. Sixty-seven percent of ES-user employers wanted someone within a week or so, 23 percent were willing to wait a month, 5 percent several months, and 3 percent were in no particular hurry. Table 1-27

* Employers who had used the ES but who did not use it during the last six months of 1974, and those who had never used it, were asked if there were any circumstances under which they would consider the ES. The most frequent answers were rapid expansion, change in economy, etc. See Pages 2-16 and 2-19.

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Again, part of this variation is because the ES had the greater percentage of orders in categories in which the employers were generally willing to wait the least time. However, within most categories (all except professional and structural work), the ES user wanted the positions filled more quickly than for the average employer.

1.2.6 Other Characteristics of Openings

Few employers claimed to have standing orders for staff: .3 percent among all employers and 1.5 percent for ES users. Moreover, almost all openings required active recruitment on the part of the employer: 85 percent for all employers and 93 percent for users.

Most openings were easily filled: 94 percent for both users and non-users. The hardest to fill were bench work occupations (25 percent unfilled) and service (13 percent). For ES users, bench work occupations were also hard to fill (20 percent unfilled). In addition, the ES users found it difficult to find professionals and individuals in machine trade occupations (14 percent). However, for the ES user, service openings were almost all filled.

These differences could either reflect the efficiency of the search methods, i.e., the ES was better at finding service workers but worse at finding professionals and machinists than average. On the other hand, it could simply reflect the fact that the ES is turned to for those openings which employers are finding difficult to fill.

1.2.7 Number of Recruitment Methods/Number of Successes

One-third of all employers limited themselves to a single recruitment method, 19 percent to two, 22 percent to three, 13 percent to four, and 14 percent to five or more methods. The ES users tended to use more recruitment methods than average. Only 17 percent used but one method in their recruitment, 24 percent used two methods, 19 percent used three, 20 percent used four and 20 percent used five or more methods. This increase in number of methods used is consistent with the finding that the ES order tended to be for more openings than average.

Table 1-28

Table 1-29

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The number of recruitment methods, however, did not necessarily correspond to an increase in the size of the order or the number of ways in which the successful hires took place. For all employers, about 64 percent of those using two or three methods found all their employees through the same source. For those using four recruitment methods, 41 percent found all employers through a single method, for five methods, 48 percent, for six, 58 percent.* If the percent finding their hires through two methods is considered for those using three or more search methods, one finds that the great majority of all hires come from at most two different sources regardless of the number used.**

The ES employer tended to be less successful with a single source than the class of all employers. Only 62 percent of those using two methods, 51 percent of those using three, 37 percent of those using four, 25 percent of those using five, and 29 percent of those using six methods were successful with a single source. This could reflect the fact that the ES orders tended to be larger, or that persons who used the ES were having trouble finding persons from their traditional sources, or that fewer ES referrals were as acceptable as those from other sources, resulting in multiple methods of hiring to fill vacancies.***

1.2.8 Worker Traits Desired by Employers

All employers specify certain worker traits as important in making a decision to hire or not. To determine the degree to which these desired traits varied by occupational area and to see if they varied for the ES employer, each employer, for each recruitment, was asked to list in the order of importance: prior experience, attitude, appearance, job skill, education, and other.

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* Too few employers made seven or more to provide valid estimates of use.

** Those using exactly four search methods tended to succeed with three or four methods more often than was typical of other categories, i.e., more employers using four search methods succeeded three or more times than for those using three methods, five methods, or six methods.

*** The ES was less successful as a source of adequate referrals than most other methods

Over all categories, attitude was considered the most important factor by *all* employers; experience the most important by ES users -- with attitude a close second. All employers tended to rate experience and skills about equally in second place, but the ES user considered that a weak third. The ES user, although still not concerned about education, did mention it considerably more often than the general employer (3.5 percent to 1.1 percent). In fact, appearance was mentioned far more often as the most important hiring factor than was education. Table 1-30

The ranking of these categories was extremely job dependent, as was expected because of the different requirements for the different occupational areas.

1.2.8.1 Professional, Managerial and Technical Occupational Areas

Prior experience was the most important trait, cited 44 percent of the time as the most important consideration, and 32 percent as the second most important for professional recruitment. For managerial and technical recruitment it was cited as the most important hiring consideration 46 percent of the time, and 28 percent as the second most important. For both clusters, job skill was the second most common mention as the most important (32 and 39 percent respectively), attitude the third (20 and 27 percent), education the fourth (14 and 21 percent), and then appearance. Table 1-31 Table 1-32

For the professional occupations, job skill was frequently cited as second most important hiring consideration for 39 percent of the searches, with prior experience, general attitude, education and appearance following. For the technical and managerial occupations, general attitude was the most often cited as second most important, with appearance, experience, job skill and education following.

Considering that these are two professional classifications usually associated with high skills and education, it is interesting that education was not even mentioned as the fourth most important hiring consideration, but that attitude and appearance were rated high.

The ES user had different emphases, however, citing education as the most important more often than

experience or skills, 36 percent compared with 30 and 12 percent. The second most important was dominated by job skill (36 percent) and attitude (34 percent), the third by prior experience (39 percent), and the fourth by attitude and education.

1.2.8.2 Clerical and Sales

For employers in general, the requirements for the clerical cluster are similar to those for the professional cluster. Experience was the most important (35 percent) followed by attitude and skill, both about 31 percent. Appearance was third (10 percent) and education appeared less than 1 percent of the time. Second in importance is dominated by attitude, 30 percent, followed by appearance and skill.

For the ES user, skill, then attitude, then experience were mentioned as the most important traits. Experience, appearance and attitude were the most cited as the second most important traits. Again, the ES user was somewhat more concerned with education than the general employer, citing it most often as the third most important hiring consideration. Table 1-33

1.2.8.3 Service

Service hiring considerations were different from the "office" clusters, with attitude cited as most important 44 percent of the time, and appearance, experience, and skills following, all between 20 and 25 percent. The second most important was dominated by appearance (51 percent) with attitude and experience about 25 percent. Skills and experience were most often mentioned as the third most important. Education was the most often mentioned as the fourth most important. Table 1-34

For the ES user, attitude was also the most important hiring consideration (42 percent) followed also by experience, skill and appearance. The second most important hiring consideration was also appearance. Experience, attitude, appearance and skill were mentioned about equally as the third most important.

1.2.8.4 Processing Occupations

Skill was most often mentioned as the most important (38 percent) followed by appearance, attitude and education (all about 20 percent of the time). Experience was most often mentioned as second most important (42 percent) followed by skill and attitude.

For the ES user, attitude was the most important, followed by experience. Skill was, however, the second most important consideration for almost all employers, 65 percent. Thus, the ES user tended to rate experience and attitude higher than skill as the most important trait, but almost always considered skill as the second most important. Table 1-35

1.2.8.5 Machine Trades

Skill was considered the most important hiring consideration for almost all employers, 62 percent. Experience and attitude (49 and 28 percent) were the second most important.

For the ES user, experience was again considered more important than skills having been cited in 64 percent of the searches as most important with only 28 percent of the responses citing skill. Skill also dominated the second most important consideration. Table 1-36

1.2.8.6 Bench Work

Skill was cited most often as the most important (61 percent) followed closely by experience (55 percent).* The second most important consideration was appearance, 68 percent. Not unexpectedly, the characteristics desired for bench work and machine trades were nearly identical. Table 1-37

The ES user again placed greater stress on experience (48 percent) followed by skills (20 percent). The second most important was dominated by skills (61 percent) as was the case for machine trades.

1.2.8.7 Structural Work Occupations

Skill was also the most important for the structural work occupations, cited 50 percent of the time, followed by attitude (29 percent) and other. Table 1-38

Experience was the major criterion for the second most important (51 percent), followed by skill (24 percent).

The ES user again considered experience more important than skills (29 to 24 percent) but rated attitude even higher (31 percent). The second most important was dominated by experience (46 percent), followed by skills (29 percent).

1.2.8.8 MISCELLANEOUS

Attitude and experience were the most important considerations for the miscellaneous occupations. The second most important was again attitude, followed by skill and experience. For the ES user, attitude and experience were also cited as the most important hiring criteria. The second most important were, however, reversed, with experience considered more often than attitude.

Table 1-

1.2.8.9 GENERAL CONSIDERATIONS ABOUT WORKER TRAITS

In general, the worker trait preferences reflect the nature of the occupations with experience and skill dominating all occupations except for service and miscellaneous, for which attitude was most important. In the professional and clerical occupations, the ES user placed more stress on education and skill than average. For most occupations, the ES user cited experience more often than employers in general.

The traits cited by ES-user employers as being most important were not the traits that they complained about in the quality of the referrals they received.* Employers seldom found experience to be a problem with ES referrals, even in the categories where this was considered to be the most important hiring criteria. In the machine trades, processing, bench work, and structural work categories, for example, experience was always considered less of a problem than skills or attitude. In fact, only in the machine trades cluster was it even mentioned as being a problem in more than 20 percent of the cases.

* See page 2-4.

To a considerable extent, what the employer sees as the most important employee traits may well influence his or her selection of the employment service. As mentioned, the ES user tended to rate experience as more important than skill, and cited education more often than the average employer. These are the only two areas which the ES can readily verify. Very few skill tests are given, and notations about attitude, appearance, motivations, etc. are not allowed on application cards. Consequently, the employer who is interested primarily in experience finds the ES a good source. The employer who is interested primarily in skills or more intangible qualities does not.

1.2.9 ES Variation and its Influence on Employer Recruitment

In section 1.2.2 it was shown that employer characteristics are strongly associated with the decision to use the employment service. To determine if variation in ES structure or process influenced the decision to use the service, the following variables were also correlated with whether an employer decided to use the ES or not:

- Location of job bank (and existence of job bank).
- Degree of job bank order control.
- Degree of industrial specialization by order takers.
- Degree of open access by applicants to job information services.
- Degree to which interviewers tried to develop jobs.
- Percent of minority applicants using ES office.
- Degree of ERR activity.
- Presence of special community outreach programs to employers.
- Presence of satellite offices placed for the convenience of job seekers.

In general, ES variation had no influence at all on the decision to use the employment service. The variation in percent of use was well within statistical error (about 5 to 10 percent), and was often inconsistent. As a part of the regression analysis or factors influencing use, special programs and office size (the latter not independently looked at) were analyzed for any contribution. Neither was significant. Even had they been significant, the coefficients were insignificant compared with those characterizing employer types.

At least within the class of cities covered by this study, there was little the ES had done which directly influenced penetration.* There were, however, a few observations of interest.

ES variation did not increase the percentage of employers who used the ES, but it did appear to influence the percentage of orders listed with the ES from those employers who had decided to use it at all. In other words, although office characteristics didn't increase the number of employers using the ES, they did increase the density of use by ES users. There were several areas which could be potential indicators of the ES's ability to increase the use of their service by employers who use it at all. For example, although the presence of satellite offices did not influence the decision to use the employment service, the percentage of orders listed by employers in the areas with such offices was larger, 76 to 69 percent. Similarly, in areas in which offices made a special effort to find jobs for applicants if orders did not exist, one finds that 77 percent of all using employer orders were listed compared with 68 percent in areas in which no such effort was made.

There were also several interesting anomalies. In the only two areas without job banks,** overall penetration was much lower than in those which had separate job banks: 17.7 percent to 28.7 percent.

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* As will be discussed in Part Two, Section One, most users of the ES are consistent users, and most non-users do not use the ES because they do not feel they need it. Thus, the market for expansion is probably limited in any case.

** Making any projections to a "universe" is impossible. This discussion simply notes the difference at the two sites.

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However, the percent of orders placed by users was 81 percent compared with 73 percent with areas with outside job banks, and 68 percent for areas with inside job banks.* Similarly, in areas with high percentage of minority applicants, only 80 percent of orders by using employers were listed compared with 90 percent in areas with a low percentage of minority applicants.

When special employer outreach programs were in use, not only was there no increase in listing, but the percent of orders listed by using employers declined.

Finally, there was one area which illustrates, more than any other, the problem of interpreting observed correlations. In offices which had a relatively high level of employer relations (ERR) activity both the percent of employers using the ES and the percent of orders listed declined (29 percent to 20 percent for the first, and 76.5 percent to 67.6 percent for the second). This does not necessarily mean, however, that employer relations representatives diminish the enthusiasm of employers for the ES. First, it is not clear why the ERRs were used. In some cases, ERR activity is increased by offices with low listings levels. Second, some areas use ERRs as trouble-shooters, not as a way to promote listings. In this role, they could promote placement levels but not listings levels. In fact, it is not clear that the level of listings and level of placements are related.

When the offices with low, medium, and high placement rates were analyzed by the percentage of all employers in the area were using the employment service, and by the percentage of orders listed by using employers, a consistent inverse relationship was found as shown in Figure 1-15.

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* This could simply mean that the areas without job banks had employers which searched for fewer categories.

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	OFFICE PLACEMENT RATE		
	Low	Medium	High
Percent of all area employers using the ES	25.9	24.8	18.1
		7.8% difference	
Percentage of orders listed with ES by using employers	76.7	69.1	64.7
		12% difference	

Figure 1-15: Placement Rate by Employer Use and by Percent of Orders Listed

If such a relationship obtains in general for ES, and there is some independent evidence that this is true,* the ES goal of increasing its share of the "employer market" may result in little improvement if not outright decline of its share of the "job seeker market."

* Two studies of the effects of increased listings found that increases in placement did not necessarily follow. Gelbin and Levine in a study for the Michigan Employment Security Commission found that increases in placements will probably not be proportional to increases in openings and increased listings may actually be counter-productive if openings are not filled. An internal ES report, "Special Report, Employer Relations Program, FY 1972," January 10, 1973 found that "One of the most critical and alarming factors ... is the inability of about one-third of the states to fill job openings after promotional efforts ... (State Name) is the worst example. Promotional efforts increased the supply of openings in FY 1972 by 58.3 percent over the same period in 1971 ... with total placements declining during FY 1972 by 18.4 percent.

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PART ONE

SECTION THREE: THE JOB SEARCH

It is somewhat more difficult to compare those finding jobs during the last six months of 1974 with applicants to the employment service than it was to compare employers who used the employment service to employers who did not. The problem is that not all persons receiving service during the six month study period also received jobs, and therefore unlike the population of job finders, include a significant percentage of unsuccessful job seekers. The most noticeable effect produced by this difference is in the distribution of higher percentage of females among the ES applicants than among job finders (51 percent of all applicants were female, but only 40 percent of all job finders). Even though 50 percent of all female applicants did not find work, compared with only 25 percent of all male applicants, the resulting population of ES placements was still largely made up of women, because overall, the employment service succeeded better with the female applicant than with the male.* Since employment characteristics are often correlated with sex, general distributional differences between the ES population and the general job finder characteristics,

*See Part Two, Section Two.

particularly salary and occupation, could reflect nothing more than the higher percentage of females who use the employment service. This is clearly evident in the distribution of occupations of all persons finding work compared with persons finding work through the employment service, Figure 1-15. As seen in the figure, the employment service has an unusually high percentage of clerical applicants* even though this was a job area not emphasized by employers. However, except for this one major difference produced by the greater tendency of female job seekers to use the employment service, the distribution of other occupations approximate those generally obtained in the area except for a lower percentage of use by professionals, consistent with the lack of emphases in this area by employers, and the less explainable lower percentage in processing and machine trades, both areas emphasized by employers.** Table 1-4

As seen in Figure 1-16, the higher concentration of females using the employment service, and the associated shift in occupations, really account for the major differences between the ES users and the general job seeker.* The educational levels for the ES applicant are about the same as for the general population, as are the percent married, the percent having a working spouse, the percent with access to an automobile for work. The ES applicant is more likely to be a member of a union and a veteran, because of unemployment compensation for the former and the national employment service emphasis on the latter.*** Whereas only 15 percent of all males are members of unions and 2.4 percent of all females, 25 percent of ES applicants (and 34 percent of those placed) and nearly 8 percent of female applicants are members of unions. Similarly, 40 percent of male applicants Table 1-42

*Overall salary is somewhat different because of the different compositions, but it is essentially the same for each group, as will be discussed later in the section.

**This could be the result of mandatory listing requirements. A significant percentage of large establishments are required to list because of federal contracts, which could have produced the high level of listings in occupational areas in which there is not traditional use by job seekers.

***This national policy extends to having designated veterans' representative in most ES offices.

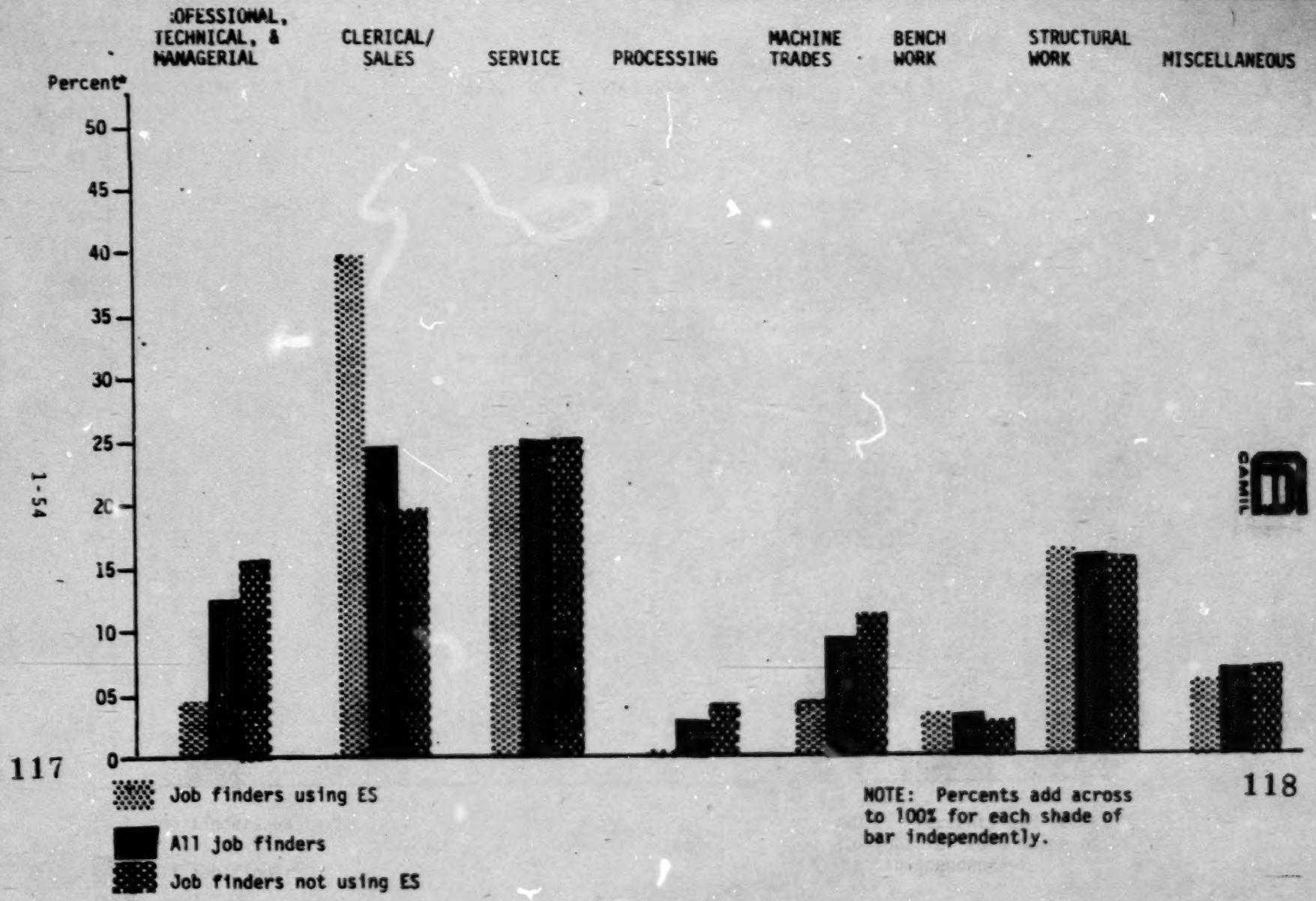

Figure 1-15: Relative Distribution of All Job Seekers (Black Bar), All Job Seekers Using the Es (Dotted Bar), and All Job Seekers Not Using the ES (Hatched Bar)

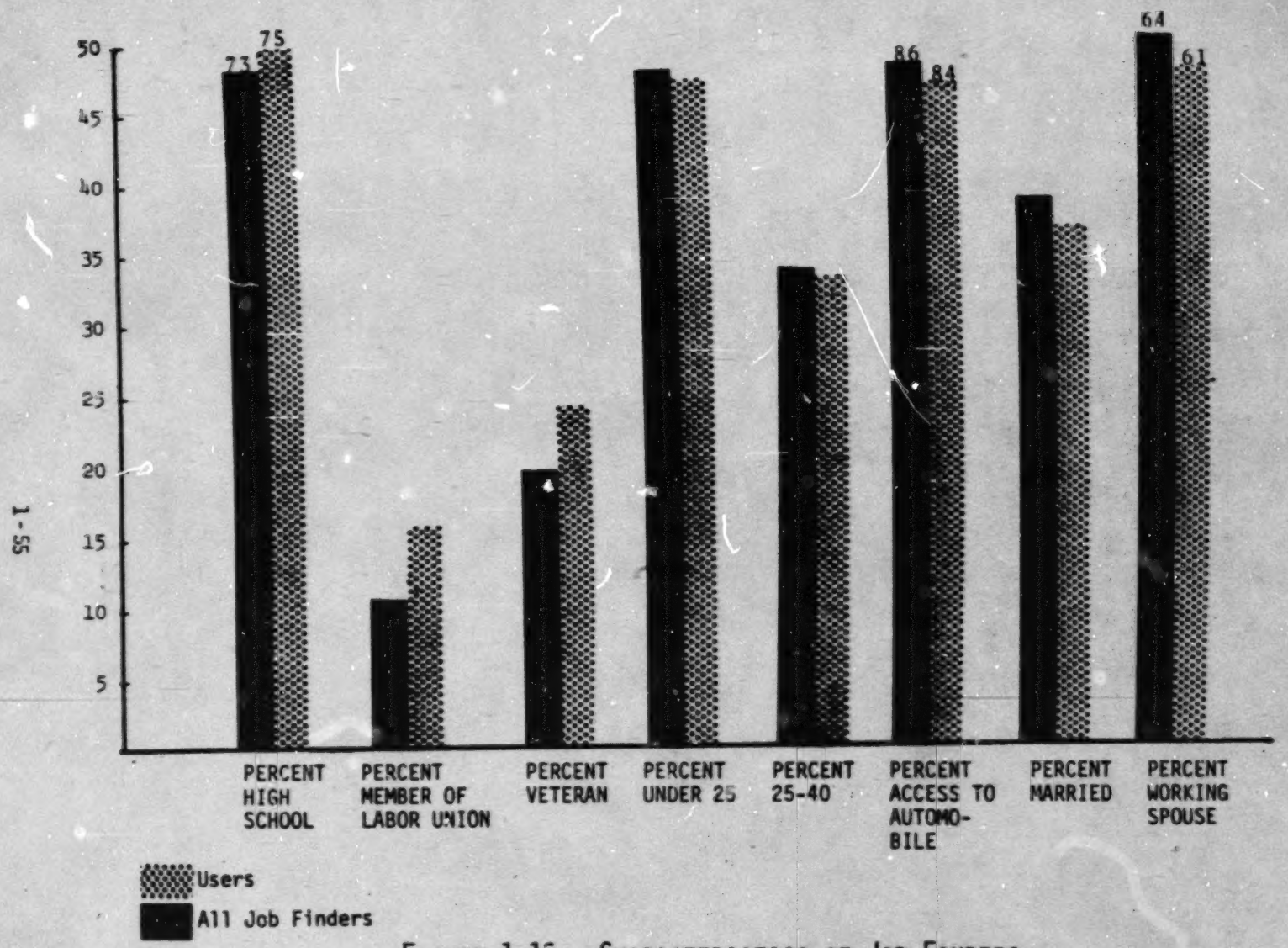

FIGURE 1-16: CHARACTERISTICS OF JOB FINDERS USING THE ES AND NOT USING THE ES

(46 percent of those placed) are veterans compared with 33 percent among the general population. The ES applicants are about the same age as the general population (median age was 25), but the female user was slightly older than the male user, reversed from the general job finding population. However, those women finding jobs through ES placement were even younger than the general job finder, under 24 years of age.

For most characteristics, one may say that the population of persons using the ES is very comparable to the population at large. The reasons for the differences which do exist, moreover, are quite evident from the different search patterns employed by different groups, to be discussed next.

1.3.1 Use Of The Employment Service In The Job Search

During the last six months of 1974, the employment service was used by 27 percent of all job finders, 23 percent for men and 35 percent for women. At one time or another, 52 percent of all persons in the community will have used it. By occupation, the range of use was considerable, with only 4.7 percent of those in the processing clusters using the ES, and 13 percent of those in the professional, technical and managerial, and machine trade clusters compared with 45 percent of those in the clerical* clusters. There was also wide variation by salary, but this was probably due to correlations with occupation groups since it was not consistent over the range. Table 1-43 Table 1-44

Persons who earned less than $2.50 an hour used the ES about 25 percent of the time compared with over 40 percent for those between $2.50 and $4.00 an hour. From $4.00 to $8.00 an hour there was a steady decline, with a negligible percent age of persons earning between $5.00 and $7.00 an hour using the ES. However, there was a large jump at $8.00 an hour (29 percent). This is Table 1-45

*Only 11 percent of persons in the clerical and sales cluster had sales DOT Codes.

undoubtedly due to the high use of the ES by union members, perhaps because of layoffs during our period of interest, since union members dominated this wage class, *and only this wage class.*

There was little difference by age of job seekers except for a somewhat higher than average use by the older worker (42 percent) and a lower than average use by those under 20 (21 percent) and those in their 30s (22 percent). By educational level, the employment service was used by a disproportionally high percentage of job seekers with less than a ninth grade education (50 percent). The high school graduate, however, used it more often (28 percent) than the high school dropout (19 percent). Table 1-

Table 1-

The search patterns did not correspond exactly to employer recruitment patterns. As mentioned earlier, search and recruitment were different for several occupational areas. Moreover, a higher percentage of persons finding jobs with minor-market establishments claimed to have used the employment service than persons hired by major-market establishments. Table 1-48

1.3.2 Use Of Other Job Search Methods

Personal contact and informality characterized most job searches. Whereas the employment service was consulted by only 28 percent of all job finders and private agencies by 15 percent, 80 percent of all job finders went directly to employers, 70 percent spoke to friends and relatives, 60 percent read want ads (47 percent answered them), and 29 percent consulted with business associates. Figure 1-17 shows the great disparity in use between the formal methods and the informal, with all formal methods (even including the newspapers) being used only 60 percent as often as the informal contact methods.

If one considers the newspapers as informal method, which it is from the jobseekers perspective, informal methods are used nearly four times as often as formal ones.

Formal	Percent Use	Informal	Percent Use
State Employment Service	28	Direct Employer A Application	80.5
Private Agencies	15	Friend and Relatives	69.4
Newspapers	46.6	Business Associates	29.3
School Placement	11.5		
Community Organization	1.2		
Professional Journal	1.7		
Labor Unions	4.5		
TOTAL	106		179.2

Figure 1-17: Use Of Formal And Informal Job Search Methods

1.3.2.1 Variations In Use By Occupation

The use of all methods, not just the employment service, varied by occupation. Want ads were seldom used those seeking structural work (35 percent) but frequently used by those in the professional, technical and managerial, and clerical clusters (nearly 80 percent). Labor unions, naturally, were most used in the structural work occupational area (25 percent), and next in the bench work clusters (13 percent). They were seldom used in other occupational clusters. Direct application to employers and the use of friends and relatives were used more than any other method in most clusters, but the use of newspapers passed friends and relatives in the professional, technical and managerial, clerical, and miscellaneous clusters. School placement was, as expected, most used in the professional, technical, and managerial clusters. Table 1-44

1.3.2.2 Variations By Demographics

There was also considerable variation by the sex of the job finder. Men made fewer multiple searches than women, with a result that the percent of searches involving any particular methods was usually lower for them. Women applied directly to employers in 88 percent of the searches, men in 78 percent. Women read and answered newspaper ads more often then men (68 percent to 59 percent), and answered them more often (50 percent to 46 percent). Women also consulted friends, relatives and business associates more often then men. The only methods used more often by men than women were professional journals and labor unions. Table 1-43 & Table 1-45 to Table 1-47

There was little difference by age except for the obvious relationships: the young used school placement offices more often than other groups. The older the job finder, the more likely he or she was to be a union member.

The better educated job finder tended to make more use of direct application and the newspapers: 54 percent of those with 12th grade educations or better answered want ads compared with only 18 percent of those with less than ninth grade educations.* Those with higher educational levels also made greater use of business associates, professional journals, and school placement offices.**

1.3.3 Methods By Which Job Was Found***

The distribution of methods by which jobs were found correspond closely to the percent to which the method was used in the search. As shown in Figure 1-18, most job finders obtained their employment through direct application to employers or through friends and relatives

*This is due to illiteracy among those with low educational levels.
** The percentage of use was actually slightly higher for those with some highschool than for those with highschool degrees.
***This discussion cannot be extended to specific demographic groups, because of a problem in about 300 of the questionnaires resulting in a
(continued on following page)

SEARCH METHOD USED	OVERALL USED	HIRED	PERCENT SUCCESS
Employment Service	27.6	5.6	20.3
Private agency	14.5	5.6	38.6
Employer direct	82.1	29.8	36.3
Want ads	62.5	—	
(Answer ads)	47.5	16.6	34.9
Labor unions	6.2	1.4	22.5
Friends/relatives	65	30.7	47.2
Business associates	33.1	3.3	9.9
Community organization	1.6	.35	21.9
School placement	10.9	3.0	27.5
Professional journal	6.4		
(Answer)	(2.5)		

Figure 1-18: Job Search Methods Used/ Methods Through Which Jobs Obtained

(about 30 percent for each group). All formal methods combined, including newspapers, accounted for only one-third of all hired, and the employment service for only one employee in 17.

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skip around the "how found job" question. (The bottom of the E in a "skip to E" pattern did not print clearly, and the skip read "skip to F." Although it was possible to develop precise estimates for ES users, and to eliminate about half of the unknowns from context, the several hundred unknowns for all categories but ES users could introduce an error of up to 10 percent in each of the other categories. For example, the percentage using direct applicantion to employer can only be determined between 27 and 33 percent.

The success rate of methods did vary somewhat with employer direct and friend and relatives about equally successful, approximately 40 percent. The private agencies were also as successful as these methods, and were the most successful of all formal methods, nearly twice as successful as the state employment service. Newspapers were also relatively successful (35 percent). The state employment service was one of the least successful methods, only passing business associates. This success rate was slightly higher, however, for females (about 6.5 percent) then for males (slightly under five percent).

1.3.4 Frequency Of Use Of Job Search Methods

The job search method used most often by job finders was direct application to employers (34 percent) followed by newspaper ads (22 percent) and friends and relatives (20 percent). The employment service, somewhat surprisingly, was the most frequent method cited by 12 percent of all job finders, four times as often as private agencies (3 percent). Table 1-49

To a certain extent, the natural structure of the method determines how frequently it will be used. There are a great many employers, and often several newspapers which are published daily. This would account for the high use of these methods. Conversely, most persons can be expected to have a more limited number of friends, the reason for its third place position. However, the state employment service is by no means as convenient as these other methods, yet it was the fourth most often used, far ahead of private agencies, school placement offices, and business associates.

There was a wide variation in the number of times the most frequently used method was, in fact, used. Although the median number of times was four, the average was about 20 because of the almost 10 percent of all job finders who claimed to have used the most frequent method from 25 to 100 times and the one percent who claimed to have used the method over 100 times. Table 1-50

1.3.5 Job Leads from Most Frequent Method

Even though the most frequently used method was used on the average more than twenty times, only three job leads resulted. (The median number was, in fact, just over one.) Male job finders found more leads on average from their principal method than did female job finders. Table 1-51

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1.3.6 Number of Methods Used

The average job finder used four or more methods in looking for work. In general, the user of the employment service tended to use four or more methods more often than average, the user of friends or relatives, and those applying directly to employers, four or more methods least often.

Job search methods were seldom used alone. The only method used alone more than 10 percent of the time was labor unions. The employment service was used alone about nine percent of the time, comparable to direct application to employers. Private agencies were used alone only two percent of the time and want ads only one percent of the time.

1.3.7 Undesirable Methods

The only two methods mentioned frequently as being ones the job finder would not use again were private employment agencies (68 percent) and the employment service (19 percent).* Since about one-third of all persons specified a disliked method, the percentage of use was about 18 percent for the employment service and *120 percent for private agencies*. In other words, even more job finders than used the private agency for their last search (at least 20 percent) indicated they would not use it again.

The primary reason given for not using the private agency again was the fee. Other reasons which related primarily to the ES were "job already filled" (6 percent), "too much time" (9 percent) and "poor treatment" (13 percent).

* Newspapers were mentioned 6 percent of the time, direct applications by 3 percent, and labor unions by just under two percent. The rate for labor unions is relatively high considering its low usage. It should be noted that these percents refer to the percentage of all those responding to: "Is there any method you would not want to use again," approximately one-third of the total.

The distribution of respondents not wanting to reuse the ES and private agencies were differently distributed by wage. For the employment service, most dissatisfaction came from persons who earned below $2.50 an hour and those who earned over $7.00 an hour. For the private agency, the distribution was exactly reversed: most dissatisfaction came from the group earning between $2.50 an hour and $6.00 an hour. Although some of the distributional difference reflects the different wage levels of persons using the service, not all can be explained in this way. For example, the employment service was frequently used by persons earning between $3.00 and $4.00 an hour but only two percent of persons in this group expressed dissatisfaction. Table 1-54

1.3.8 Persons Hired by ES-Listing Establishments

Not all persons ending up in jobs in establishments listing openings with the employment service found their job through the ES--or even used it.

Overall, about 37 percent of all persons finding work with ES-listing establishments used the employment service. This rate varied somewhat by demographics. Fifty-three percent of persons with less than a ninth grade education used the ES, compared with 34 percent of persons with a high school degree. About 30 percent of those under 25 used the ES compared with 55 percent of those between 25 and 35, and 60 percent of those over fifty. However, only about 12 percent of those between 35 and 50 used the ES. Finally, even though there was a greater tendency for women to use the ES in general, the same percentage of men and women who obtained work at ES listing establishments used the ES. Table 1-55

Thus, for persons hired by ES-listing establishments the probability of using the ES was only slightly increased: 37 percent compared with 28 percent. This reflects two characteristics of recruitment and the job search for both employers and job seekers, the ES is but one of several methods used, and it is not one of the more successful methods for either the employer or the job seeker. In fact, the placement rate for all persons using the ES and obtaining their job ultimately with ES-listing establishments was only 32 percent, or only fifty percent greater than for all persons finding work. Just as only about one-third of all persons employed by

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establishments which used the ES tried to get their job through the ES, only about one-third who did use the ES and ended up in ES-listing establishments actually found their job via that method.

1.3.9 Variation and Influence on ES Use

ES variation had a greater influence on the use of the ES by job seekers than it did on the use by employers. Moreover, the reasons for most of the associations between office characteristic and use were fairly obvious. Offices with the most applicants had the highest penetration, large offices had larger penetrations than smaller offices, offices which allowed anyone free access to job information greater penetration than offices which didn't. The most interesting impact of variation, however, was not in the slight increase in use affected by obvious office variations, but in the comparisons between the use of the offices by persons ultimately hired by ES-listing establishments and all job finders. Table 1-56

Offices with the greatest number of total applicants had the highest percentage of all job finders and those hired by ES-listing establishments. However, the percentage increase for ES listers in large offices was much less (48 percent to 36 percent).* By size of office, the direction is actually reversed. Although large offices had a penetration among all job seekers of 33 percent compared with 18 percent for small offices, the penetration for small offices among persons hired by ES-listing establishments was 48 percent compared with only 27 percent for large offices. Similar differences occur in several categories:

- The penetration for all job finders was greatest for offices with open access to the job information service (34 to 15 percent) but was greater for restricted services among those hired by using establishments (38 percent to 33 percent).

* Part of this can be accounted for by the 30 percent of job categories not listed with the ES by ES-using establishments. The bulk of it cannot.

- Offices which assigned by DOT code had the same penetration as those which assigned at random, but a higher penetration among those hired by ES-listing establishments (42 percent to 34 percent).

Considering these reversals between the penetration rates for all job seekers and those ultimately finding their jobs at ES-listing establishments, it may be best to consider both in any assessment of the degree to which the ES is reaching job seekers. The rate among all job seekers would show the degree to which the ES is involved in all job search activity. However, the rate among persons finding work at ES-listing establishements would show the degree to which the ES is reaching those persons best matched to the employers who list with the ES. And, as shown by the shifts in this section, the highest overall penetration rate may not be the highest effective penetration rate.*

1.3.10 Extention of Job Search Finding To Other Times and Locations

Although most of the information is the Study of Job Search and Recruitment cannot be compared with other sources, the method used to look for a job and the method used to obtain it can be compared with the Job Finders Survey conducted in January 1973.**

Although this survey was conducted under very different labor market conditions, and reflects primarily search patterns in large cities, the findings are similar, as shown in Figure 1-19.

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* A regression was only run on overall penetration, and it simply confirmed the observation from the tables. The probability was higher if one were in the clerical and sales clusters, and if one were over 35. The tested office variables were not, however, significant.

** The job finders survey was carried out as a part of the January, 1973, Current Population Survey (CPS) by the Bureau of Labor Statistics, U.S. DoL. Two versions of the report exist: A Summary: "Job Finding Survey, January, 1973, published in 1974; and the complete report, "Job Seeking Methods Used by American Workers, " published in 1975.

The only difference of consequence is the degree to which friends and relatives are successful, a difference which could be due to the compact nature of the community in which the Camil survey was conducted or to the different labor markets. Or it could be due to the inclusion of business associates in the friends and relatives category.

The remarkable feature of the two surveys, however, is the degree to which they correspond. Except for the slight shift in use of employer direct and friends and relatives, the percentages are remarkably similar, and the order of use nearly identical. As concerns the use of the employment service, the job finders survey showed a slightly higher use (33.5 compared with 27.6 percent) but a somewhat lower success rate (15 percent compared with 20 percent).

	METHOD USED		METHOD SUCCEEDING	
	JFS	CAMIL	JFS	CAMIL
EMPLOYMENT SERVICE	33.5	27.6	5.1	5.6
Private Employment Agencies	21.0	14.5	5.6	5.6
Employer Direct	66.0	82.1	34.9	29.8
Answer Ads	57.6	47.5	14.0	16.6
Unions	6.0	6.2	1.5	1.4
Friends and Relatives	78**	65	26.6	30.7
Community Organizations	5.6***	1.6	.8	.4
School Placement	12.5	10.9	3.0	3.0
Answer Ads Professional Journals	4.9	2.5	.4	0

Figure 1-19: Comparisons Between The Job Finding Survey And Camil's Study Of Job Search*

* Not all methods are covered, nor are all exactly comparable. The JFS does not, for example, have a separate category for business associates, probably resulting in persons using this method of responding to friends. The JFS does separate friends and relatives into two categories, and each of these into: about jobs where they work, about jobs elsewhere. We simply added the two large categories together assuming, perhaps incorrectly, that the class of friends asked about jobs where they worked were also the class asked about other jobs. If there is overlap, however, it should not be more than a few percent. Similarly, the JFS divided newspapers and journals into local and jobs elsewhere. In this case there is no ambiguity about combining the categories since they cannot overlap.

** The friends and relative could include business associates. This category should not, therefore, be considered as identical with the friends and relatives category on the Camil survey.

*** Community organizations were called local organizations on the JFS, and the interpretation might have been different by some respondants. Also, the JFS had a category called "asked teacher or professor" which was not on the Camil survey.

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PART TWO: EXPERIENCES, PERCEPTIONS AND ATTITUDES OF ES USERS AND NON-USERS

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INTRODUCTION TO PART TWO

The preceding sections of the report have looked at the methods employers and job finders used to seek workers and jobs. In this part of the report, we shall focus on the reasons behind the search patterns, particularly with respect to the role, or lack of role, for the employment service.

Section One of Part Two looks at the reasons employers used the employment service as a part of their search, the services they received and their opinion about the services. Non-users are similarly asked about their opinion of the employment service and the reasons for non-use. The section concludes with a brief discussion of the reasons for the use of the private employment agency, and comparisons of its services with that of the state employment service system.

Section Two examines the reasons for use and non-use of the employment service from the job seekers and job finders perspective and Section Three presents the attitudes of job seekers about the employment service.

Finally, Section Four deviates from the rest of the report in presenting not a compilation of statistical data about search methods, experiences, or attitudes, but a selection of the actual comments about the employment service made by employers and job seekers.

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PART TWO

SECTION ONE: THE EMPLOYER AND THE EMPLOYMENT SERVICE

As discussed earlier in Part One, Recruitment, 25 percent of all employers, accounting for 36 percent of all job openings, used the employment service. These employers tended to be larger and concentrated in manufacturing. How these employers used the employment service, and their impressions of it, is described in the following paragraphs.

2.1.1 PLACING THE ORDER

Most employers (62 percent) said they simply phoned in orders to the local office. Only 25 percent specified that they used the job bank. This percentage did not generally vary by the degree to which the job bank was used in the local area; e.g., in the areas in which complete order control was highest for the job bank, 58 percent of employers thought they placed the order with the local office. Major-market establishments, generally more knowledgeable of the ES, indicated a lower use of local offices (57 percent) than minor market ones (64 percent). This does not necessarily mean that large employers actually made less use of such offices. Their perceptions were simply more accurate

Table 2-1 & Table 2-2

because they were more frequent users of the ES. For example, over 25 percent of the major-market employers placed orders with a specific individual known to them, as compared with 17 percent of the minor market employers And these specialists must have been in the local office: special order takers were seldom found in the job bank. Table 2-3 & Table 2-4

Because few employers were reliable sources about the order taking procedures, differences observed by industrial group are probably not significant. However, manufacturers, which are heavy users of the ES, indicated they used special order-takers more often than average. Similarly, there was a slightly greater use of special order-takers in the processing (5xx) clusters.

The most important finding about order-taking, however, is the lack of problems. Ninety-two percent of employers were satisfied with procedure for placing the order. And, there was virtually no variation by either industry or size. The only observation of interest is that the large employer felt the order-taker didn't understand the order far more often than the small employer (8.1 to 2.8 percent). This is one of the few areas in which the responses of the large employer were more negative than the small employer. Table 2-3 & Table 2-4

2.1.2 WHY THE EMPLOYMENT SERVICE WAS CALLED

Thirty-one percent of the employers wanted the ES to screen applicants carefully before sending them for interviews. An additional 13 percent wanted some preliminary screening, usually for worker traits or interest. Most employers (49 percent), however, just wanted the ES to send over "qualified people," although only four percent specifically wanted to have large numbers of applicants sent to them for on-site screening. Table 2-5 Table 2-6

Major-market employers (36 percent), wholesale/retail establishments and transportation/communication industries (39 and 36 percent respectively) were above average in their request for careful screening. Minor-market employers were usually interested in just seeing some qualified people or a number for them to screen (56 percent). Unexpectedly, the least interest in

screening was expressed by employers who wanted professional, technical and managerial referrals (the "0" and "1" DOT clusters). Most requests in these clusters (over 73 percent) were simply for qualified people. The reason could have been because employers assumed that for these categories, persons meeting the requirements of the cluster would be at least nominally qualified, and the hiring decision would rest with factors developed during a personal interview. Table 2-7

Most employers (68 percent) felt the ES did meet their expectations, and of those who didn't, most (63 percent) said it was because of the quality of the applicants.* As is true for almost all evaluative comments on ES services, major-market employers were more satisfied than minor-market ones; 78 percent of the former were satisfied compared with only 63 percent of the latter.** Table 2-8

There were also differences across industry and occupation. Only 42 percent of the construction firms felt the ES gave the desired service, mostly because of the quality of applicants they received. Table 2-9

Employers placing orders in the structural work occupation cluster were more dissatisfied than average (58 percent), as were those seeking professional (0xx occupations) help (47 percent). Table 2-10

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* This question tended to determine overall dissatisfaction with ES service rather than to concentrate on the quality of the referrals. Paragraph 2.2.3 covers in more detail the degree to which the referrals were considered adequate. Other reasons given for why the ES failed to meet their expectations were: not enough applicants (21 percent overall, 27 percent for minor-market employers), and too many (5 percent overall, and nearly 10 percent for major-market employers).

** It should be noted that even though far fewer small employers indicated they had difficulty in having the order-taker understand their requirements, many more were then dissatisfied with the response to their orders. In part, this could be because they were less demanding in specifying specific needs to the order-taker than the large employer.

Most employers (92 percent) did not feel the ES provided services in addition to those requested. In this area, a greater percentage of minor-market employers (6 percent) did feel they received additional service, most specifying the pre-screening of referrals. Table 2-8 to Table 2-10

2.1.3 The Referral

The majority of employers (55 percent) felt that referrals from the ES were about as good as those from their other methods. Only 9 percent claimed that the ES had sent no one in response to their order (12 percent for minor-market employers, 2 percent for major-market employers). As before, satisfaction was higher for major-market employers (63 percent) than for minor-market employers (54 percent) with construction establishments being particularly dissatisfied: only 40 percent thought the referrals were as good as from other sources.* Corresponding to the dissatisfaction of construction employers, only 47 percent of referrals in the structural work cluster were considered as acceptable as those from other sources. By contrast, over 72 percent of manufacturers considered referrals as good as they could obtain from other sources. Table 2-11 Table 2-12

The reasons for the referrals being unacceptable were: unqualified (34 percent), unmotivated (12 percent), appearance (7 percent), and not enough (8 percent). An additional 19 percent said it was a combination of qualifications and motivation or appearance, and four percent said it was a combination of too few referrals, with the ones being referred being unqualified or unmotivated, or both. Table 2-13

Motivation appeared to be much more of a concern to construction and wholesale/retail employers than average, with over 50 percent of the former and nearly 50 percent of the latter citing this either singly or in combination with other factors. Table 2-14

* Other sources for construction employers usually were gate hires and unions.

Thirty eight percent of the employers felt the ES should improve screening, again with minor-market employers somewhat more concerned about this than major-market employers.* There were significant differences by type of employee requested, ranging from 17 percent for processing occupations and 15 percent for technical and managerial occupations to 61 percent for machine trades. However, despite the feeling that screening could be improved, most employers (80 percent) felt the ES was generally sensitive to their needs. Major-market firms tended to be more pleased than minor-market firms, and construction employers maintained a consistent level of dissatisfaction: only 54 percent felt the ES was sensitive to their needs. Of those employers who felt the ES was not sensitive, the most common mention was "didn't understand what I wanted" (61 percent), "sent me bad referrals" (23 percent), and "the skills of the referrals were not adequate" (17 percent).

Table 2-15 & Table 2-16

Table 2-8 & Table 2-9

2.1.4 The Decision to Hire and the ES Refferral

The average user hired about three employees of those sent to him from the state ES and six employees of those from all other sources.**

Table 2-17

There were, as would be expected, fairly significant differences among industries, with construction employers hiring the most persons during our period of study and professional services employers the least. Not surprisingly, major-market employers hired over twice the number of persons as minor-market employers.

Table 2-18

The highest percentage of ES to total hires was for manufacturers of durable goods (43.4 percent) and the lowest in service (16 percent) and transportation (18 percent). Major-market employers hired a larger percentage from the ES (35 percent) than minor-market employers (30 percent).

* Despite the dissatisfaction of construction employers with ES referrals, the percentage feeling screening should be improved was about the same as for others.

** This is based on employer perception. The actual hire rate which would be consistent with the rate obtained from applicants would be 20 percent.

These hires represented approximately 30 percent of all the referrals received from the ES. Eight percent of the employers (primarily minor-market establishments) hired all of the referrals, and 35 percent hired none. (Again, the percent of those hiring none was made up largely of minor-market establishments.)* Table 2-19

There were some noticeable variations by industry and occupation. Transportation (70 percent), professional service (44 percent), and service (48 percent) employers tended to hire none of the referrals more often than average, while manufacturers (12 percent) hired none of the referrals least often. By DOT cluster, the percentage hiring none was highest for the zero professional battery (70 percent), and lowest for processing (10 percent) and miscellaneous occupations (13 percent). Table 2-20 & Table 2-21

At the other extreme, 25 percent of all referrals were hired in the technical and managerial occupations, as compared with zero percent of all for the professional occupations and 1.5 percent of all for the machine trades occupations.

The principal problems with the referrals not hired were qualifications, skills, or attitude (about one third of the employers mentioned each area). Approximately 20 percent of the employers said there was no problem, just that some referrals were better than others. Construction employers mentioned qualifications and attitudes far more frequently (48 percent for the former and 62 percent for the latter). Table 2-22 to Table 2-24

Very few employers (10 percent) said they received late referrals, i.e., those who appeared after the order had been filled. And of these, most (42 percent) said only a few showed up and it didn't really matter. Twenty percent of this category

* This apparent dichotomy is readily explained. The small employer received few referrals, as discussed in Section 1.1, often only one or two for one or two openings. If they were satisfied, the probability was much greater of their being able to hire all referrals than for the major-market firms which received scores from many different sources. At the other extreme, however, were those employers who were not satisfied with any referrals or who did not receive any referrals. These categories tended to be made up of minor-market firms.

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(representing 2 percent of the total) said they were persistently bothered.

2.1.5 Follow-Up

Approximately half of all employers said there was some contact with the ES about their referrals or hires in addition to, or in lieu of, the standard referral card. In 70 percent of the cases, the ES initiated the call. Most follow-ups were simply to check on the status of the order (50 percent) or the referrals (96 percent). In only 2 percent of the cases was the follow-up to determine if an applicant was working out after being hired.

2.1.6 General Appraisal of the ES and Implications for Future Use

Overall, 15 percent of all employers rated the ES as excellent, generally superior to most other methods, and an additional 30 percent rated it as good as any other method they have used. Twenty percent rated it as only fair, and 8 percent had no opinion about the service. On the negative side, 15 percent rated it as poor, generally inferior to other methods, and 12 percent rated it as terrible or of no value at all. There was very little difference in opinion by size of establishment except for a slightly greater percentage of minor-market employers rating the ES as poor. Over 50 percent of construction employers (consistent with other findings) rated the ES as poor or terrible as compared with only 12 percent of manufacturers of non-durable goods. All others tended to be average. The most favorable opinion was given by service employers, both general (62 percent)* and professional (57 percent). For the latter, however, employers tended to be either pleased or thoroughly displeased since 36 percent rated the services as poor or terrible, Figure 2-1.

Table 2-2

Table 2-26

Table 2-27

* Despite the general satisfaction with the ES, these employers were one of the lowest in terms of percent of orders filled by ES referrals. Attitude and behavior do not always coincide.

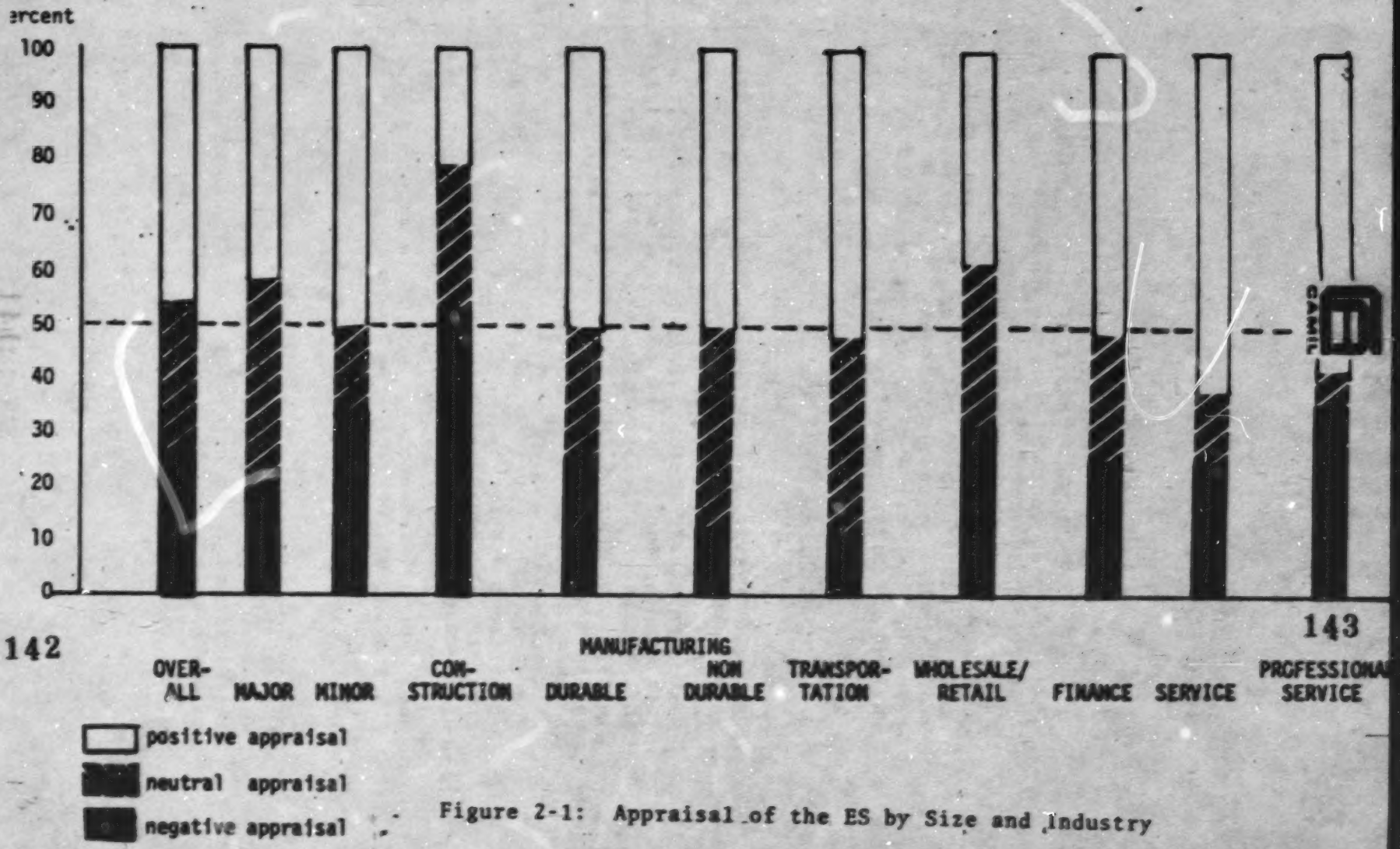

Figure 2-1: Appraisal of the ES by Size and Industry

Most employers (83 percent) thought their recent use of the ES was typical of their normal hiring procedures; only 11 percent said it was their first use of the ES. Seventy-two percent felt the service was about the same as in their previous searches, 15 percent felt it was better and 15 percent felt it was worse. Construction employers (who were not generally satisfied with the service during the CIP) felt the service was either the same as before (91 percent) or even worse (9 percent). Wholesale/retail establishments said the service was about the same in 61 percent of the cases and superior in 21 percent. Larger employers, consistent with other responses to questions about service, rated the service as the same or better more often than minor-

Table 2-28

Table 2-29 & Table 2-30

Almost all employers (93 percent) said they would continue to use the ES in the same way. Even 93 percent of construction and minor-market employers said they would continue to use the service as before.

2.1.7 ES Variation and Performance

Variation in employment service operation had little impact on whether it was used or not by area employers. It did appear, however, to influence the perception of the ES.

2.1.7.1 Referrals and Relationship to Office

The view of the employment service, as discussed in Section 1.4, by employers is almost solely the result of their experiences in placing the order and in the type of referrals they receive. As would be expected, therefore, the way in which their orders were submitted and the quality of referrals they received strongly influenced their perceptions of service.

At the order-taking stage, the degree of personal relationship established between the office and the employer seemed to influence his ultimate perception of the service. When the order was given to a special individual as opposed to simply "the office," or when the job bank was contained within the office, it increased the

Table 2-32

*Most employers (80 percent) felt the ES staff were competent and tried to understand their needs. Fifty-eight percent felt, however, that the ES service needed some improvement, primarily in screening and in understanding the employer requirements.

Table 2-31

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likelihood that the employers would be satisified with ES services. For example, 95 percent of employers who placed an order with a specific individual said they had no problem compared with 91 percent who "just phoned the order in," 80 percent who dealt with a specific individual thought the ES was sensitive to their needs compared with 70 percent who gave the order to an office. Similarly, more employers in areas with job banks colocated with ES offices felt the ES was sensitive to the needs (77 percent) than in areas with job banks removed from the referring office (64 percent).

In rating their ES experience, the degree of proximity or personal contact influenced the employers' overall perceptions of the service. As shown in Figure 2-2, persons dealing with a special individual rated the ES service as excellent 20 percent of the time and good 38 percent of the time. Those who just phoned in the order to an order-taker rated as excellent only 14 percent of the time and good 30 percent of the time. The difference in an overall good or excellent appraisal is 59 percent to 44 percent. Similarly, those dealing with offices with inside job banks rated the service as good or excellent 51 percent of the time compared with 37 percent of the time for those dealing with offices with external job banks. Table 2-33 & Table 2-34

As discussed in the section on the employment service, the proximity of the job bank to the office facilitated the order-taking to referral process, usually shortening the time by one day. In addition, the interviewers and job bank staff were dealing with one another on a much more personal basis than when they were separated several miles, providing better feedback on referral problems. (In some cases, an outside job bank was in a different town.)

The observed relationship between order-taking and perception is somewhat clouded, however, by the lack of association, or slightly negative association, between various appraisals of services and employers dealing with Table 2-35

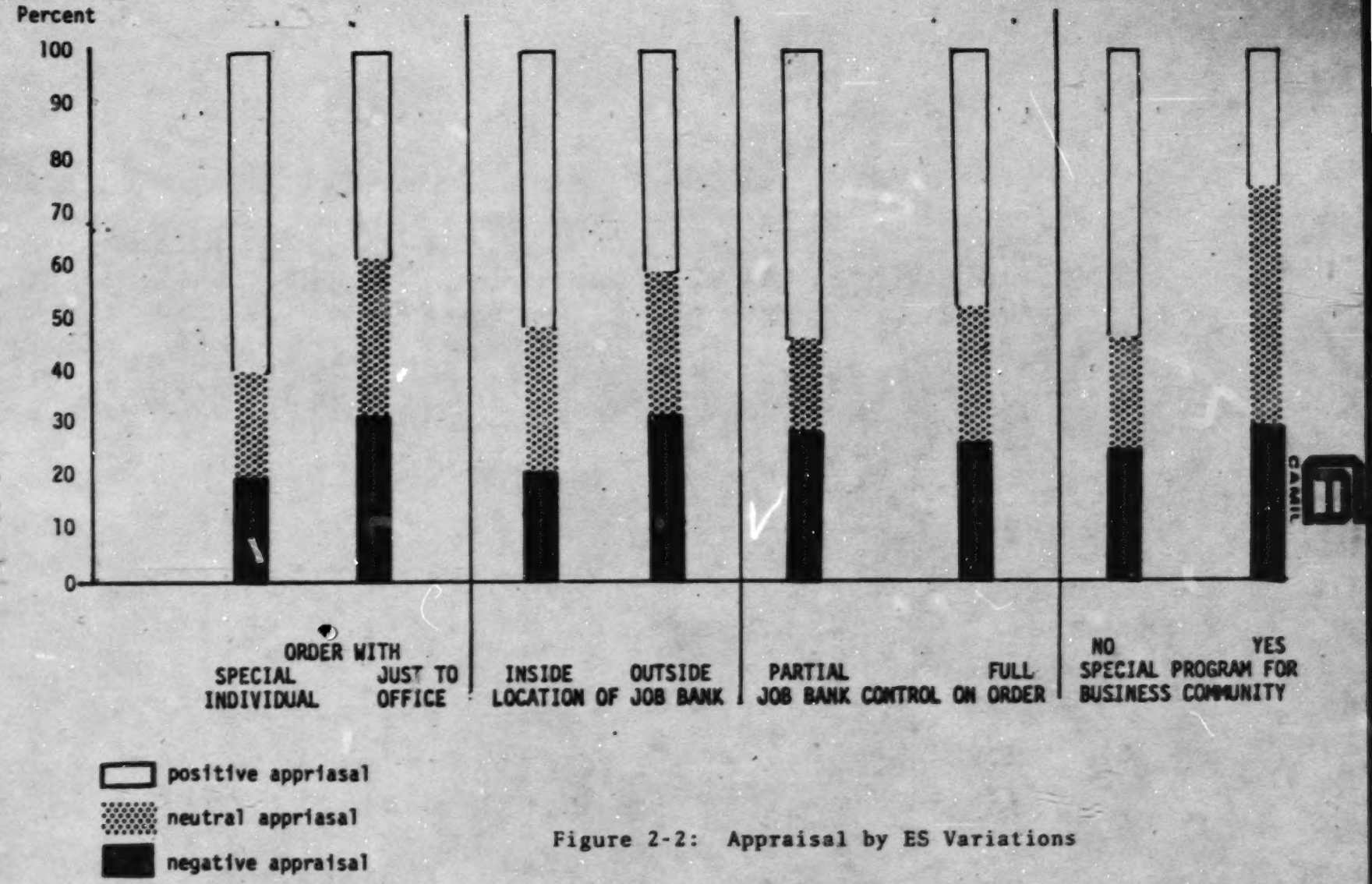

Figure 2-2: Appraisal by ES Variations

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job banks having full control on order-taking.* Also, when employers said they had given their orders to job bank, their overall appraisal of service was higher than when they said they spoke to local offices. However, most employers really didn't know where they had placed the order, and in fact, more said they placed them with local offices in areas where only the job bank could take an order than in areas where interviewers were allowed such latitude.** Table 2-36

2.1.7.2 REFERRALS AND EXPECTATIONS

Employers who did not expect the ES to carefully screen but simply to refer "qualified" applicants were more satisfied than employers who wanted the employment service to carefully screen. Of the former, 80 percent felt the ES was sensitive to their needs as compared with 63 percent of the latter. Similarly, 72 percent who only wanted qualified applicants felt the ES provided the desired service compared with 64 percent of those who wanted careful screening. Employers who only wanted qualified persons also had a much higher appraisal (51 percent rated the ES as good or excellent) than those who wanted careful screening (38 percent). Table 2-33

* The degree to which the job bank has full control over order-taking confuses the issue. Although fewer employers claimed to be dealing with a specific person when placing an order in an area with a job bank having full control over orders, they considered screening as good as, the quality of referrals as better than, and the ES just as sensitive to their needs as those placing orders in areas where the job bank had only partial control. However, more employers in partial control areas had a better overall appraisal than those in areas with full control, although extreme ratings were more common in the latter. The reason may have to do with the reason for dissatisfaction. Twenty-four percent of those having problems with referrals in the partial areas stated it was because of too few or no referrals as compared with 16 percent of those in the full control areas. Only 43 percent were considered unqualified or unmotivated in the partial areas compared with 52 percent in the full control areas. Thus, the full control areas may be better at providing applicants, but somewhat worse at meeting requirements.

** Employers placing orders with job banks located in local offices probably confused the two. Fifty-five percent of all employers in areas having an "outside" job bank said they placed the order with the local office, compared with 63 percent of those in areas having an inside job bank.

2.1.7.3 Outreach to Employers

The degree to which a site "reached out" to employers did not seem to improve their perception of the ES. In fact, it was often associated with negative perceptions. First, in areas with high level of ERR activity, the appraisal of ES service was essentially no different from that in areas with low levels of activities. In fact, employers who had actually received a visit from an ERR did not rate the service as better than those who had not. Again, however, the reason ERRs go to employers may have to do with level of use, or it may be related to complaints, making observed associations difficult to interpret. Table 2-37 & Table 2-38

However, in areas which had an unusually high level of employer outreach activity the appraisal by employers was clearly negative. Of course, this could again be related to the reason such activity came about in the first place. Or, it could be due to dissatisfaction of users because of dilution of ES services. Outreach or community programs are no substitute for good referrals. Table 2-37 & Table 2-38

2.1.7.4 Variation and Appraisal

To try to unravel the relative effects of office variation and employer characteristics, a binary regression, similar to that used to test penetration, was run using overall appraisal as the dependent variable (good=1, neutral=0, and bad=-1). The variables tested were:

- Size: under 25, 25 to 100, and over 100 employees
- Industry, manufacturing, wholesale/retail, other
- Personnel Department: yes or no
- Formulated policy for special groups: yes or no
- Special programs for employers: yes or no
- Size of Office: small or large
- Quality of Referrals as good as other sources: yes or no

- ES use during CI typical: yes or no
- Employer will continue to use ES: yes or no

In general, the regression produced few surprises. The small employer, without a personnel department, neither manufacturing nor wholesale/retail, who rated referrals not as good from other sources, without special programs, etc.,* had an average appraisal of the ES of -.48. In other words, they tended to rate it as negative consistently more often than they rated it as positive or neutral. Moving to establishments from 25 to 100 employees did not change the rating; however, for firms over 100 in size, the rating moved to .33, or a consistently positive rating. Neither being a manufacturing or a wholesale/retail establishment was statistically linked to satisfaction,** but having a personnel department decreased the rating to -.33. Thus, personnel departments tended to downgrade the quality of service in general despite the strong associations between use and perception and large establishments.

In areas with small offices, appraisal was also lower, -.26, as it was in areas with special programs, -.26. However, if the employer received employees from the ES which he or she felt were about as good as from other sources, the appraisal was positive (.103), and if the use was about the same as before it was also positive (.16).

Thus, of the variables examined,***positive ratings were associated with size of company (provided it was a very large company), and with quality of referrals; negative ratings were associated with presence of a personnel department, small establishments, poor referrals, presence of special employer programs, and large ES offices. And, the appraisal was essentially unaffected by presence of programs for special groups whether the employer was a manufacturer or wholesale/retail establishment. Finally, there was also, not unexpectedly, a positive association between the level of appraisal and the employers decision to reuse the employment service.

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* The reference group is the one that lacks all the test variables.

** Construction should actually have been used for this test.

*** They accounted for .42 percent of the variation in appraisal.

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2.1.8 Previous Users

Those employers who used the employment service at one time or another for some hires, but not during the CIP (30 percent) tended to be similar to those who used it during the CIP.* Most of the previous users said they had simply used the employment service before because they needed a different category of employee from that needed during the last six months of 1974. Other reasons mentioned were the inability to find job seekers through other methods, and just used the ES for no particular reason.

2.1.8.1 Currency of Use

Approximately 34 percent of the employers had used the ES within the last year, 38 percent, one to two years ago, 17 percent, three to four years ago, and 11 percent, five years ago or longer. The currency of use varied by employer type with over half of all construction, manufacturing (durable) and service employers using the ES during the last year, as compared with only 18 for communication/transportation employers. More major-market employers (57 percent) used the ES within the last year than minor-market employers (30 percent). This was due, at least in part, to the size and increased hiring activities of these establishments.

Table 2-39

Table 2-40

2.1.8.2 Reason not Used During CIP

The main reason given for not considering the ES during the study period was the ready availability of applicants: 57 percent for all employers, and 84 percent for major-market employers. Twenty-one percent also gave the related reason that the other recruitment methods they were using were adequate (26 percent for major-market employers). Only 26 percent did not use the ES because of previous bad experiences, suggesting that with a change in the economy, the use of the ES by these employers could increase. In fact, when asked about whether they would consider using the ES for future searches, 75 percent

Table 2-41 & Table 2-42

* See Figure 1-7.

said "Yes, if circumstances changed."* The great majority who did not feel they would use it again either cited general dissatisfaction (56 percent) or the quality of the applicants (62 percent).** Table 2-43 & Table 2-44

This does not mean that employers were wholly satisfied with the service received. Only 22 percent of employers provided favorable comments about the ES services; "good applicants considering the labor market," accounted for 70 percent of the favorable comments (90 percent for major-market employers), and "good staff" for 25 percent. Seventy-five percent of previous users, however, gave negative responses about service;*** the poor quality of applicants accounting for 85 percent of the negative comments and problems with procedures for 15 percent. Table 2-45

2.1.8.3 Potential for Re-Use

Fifty-six percent of previous users felt the ES could be improved, and of these, 38 percent stated that the applicants should be better, 50 percent, that screening should be improved (a related answer), and 6 percent, that the ES had to relate better to them. Table 2-46

Of those feeling changes should be made, the vast majority indicated they would consider the ES for future searches: 61 percent gave an unqualified "yes," and 34 percent a qualified "yes." Again the major-market employers had a much more positive response than the minor-market employers, with 76 percent of the former giving an unqualified "yes," as compared with only 58 percent of the latter.

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* The reasons given were: for other categories not hired during the CIP, 38 percent changes in the labor market, 25 percent; and changes in skill levels required, 5 percent. The willingness to use again was the same for major and minor market establishments, but different in different industries. Ninety-three percent of construction employers would use it again compared with only 35 percent of financial employers.

** Multiple responses were permitted.

*** Multiple responses were permitted.

2.1.8.4 ES Experience by Previous Users

Fewer employers remembered using the job bank than for those with a recent experience (only 11 percent). Forty-seven percent said they called the local office, and 17 percent could not remember who was called at all. Eighty-one percent did not place the order with any specific order-taker or section.

Only 12 percent felt there were problems with the process of placing the order itself, but 40 percent did not feel that the ES was sensitive to their requirements. The main problems cited were: couldn't adequately describe job (18 percent), needs not adequately understood (29 percent), failure to find people willing to learn or work (27 percent) and the type of applicant (18 percent).* Table 2-47

Overall, the previous user did not use the ES extensively for hiring, with 74 percent claiming that almost no hires came from the ES and the remainder claiming less than half. Fifty-eight percent (77 percent for major-market employers) said they hired almost none of the ES referrals, with the great majority indicating that fewer than half were hired. Over half of the employers also felt the referrals were worse than from other sources, the main reason being qualifications (36 percent), and attitude (45 percent). Table 2-48

The average percentage of hires from the ES, and the percentage of referrals hired, varied considerably by industrial type. Over 40 percent of service employers and nearly 30 percent of manufacturers (non-durable goods) and wholesale/retail employers indicated that up to half of their hires had come from the employment service. This contrasts sharply with professional service firms (2.6 percent), transportation/communications firms (14.5 percent), and construction (19 percent). Table 2-49

* Employers included in this last category applicants who differed from their requirements because of age, sex, race, etc. There were, fortunately, only a few such responses and some were for legitimate reasons, e.g., an employer who ran a dress shop for matrons and was referred "only young svelte girls" who couldn't relate to the older women.

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Similarly, the percentage of ES referrals hired varied considerably -- with 15 percent of construction employers and 9 percent of service employers stating they hired almost all referrals as compared with zero percent hiring all referrals for manufacturers, transportation, finance, and professional services. These employers stated that, in general, almost none of the referrals were hired. When asked whether ES referrals were better, worse or about the same as for other sources, the majority felt they were worse (54 percent). Only 5 percent felt they were better with the remainder having no opinion or feeling they were the same. The reason for not feeling the referrals were qualified was due to attitude and qualifications, with over half of the major-market employers (and 45 percent of minor-market employers) citing the first and about 35 percent of both types of employer citing the latter.

Table 2-5[illegible]

Table 2-48

By industrial areas, opinions about referrals differed, with transportation and manufacturing establishments citing qualification, and financial establishments overwhelmingly citing attitude.*

2.9 THE NON-USER

Most employers who have never used the ES (45 percent of all employers) did feel they had some idea of what the ES did (59 percent), but these differed considerably by type of employer. Thirty-two percent felt the ES was just there to serve UI claimants (22 percent for major-market employers); 21 percent to find jobs for everyone because of UI taxes (all response from minor-market employers); 16 percent to serve those not able to find jobs on their own, 16 percent said just to find jobs for people (unspecified) and 12 percent to provide employers with low-level or unskilled workers. Most employers (57 percent) said their views were based on common knowledge.

Table 2-51 & Table 2-52

When employers who never used the employment service were asked "How far removed do you feel the ES is from your needs," 75 percent said they just didn't

Table 2-53 & Table 2-54

* Between 16 and 20 percent of service employers and manufacturers felt it was a combination of qualification and attitude.

need it to find employees or it had nothing to do with their type of companies, 12 percent said the ES didn't have qualified people and 2 percent had hiring barriers, e.g., unions. Eighty-six percent had never even considered using the employment service, again most (70 percent) saying it was easy to find employees.* Fifteen percent said they never considered the ES because they knew they would send over bad referrals. Table 2-55 & Table 2-56

Of the 10 percent who claimed to have considered the ES but changed their mind during their job searches, almost all said it was just too easy to find applicants (62 percent) or that their present methods worked (50 percent). Only 19 percent said they didn't know enough about the ES to use it, and 15 percent said they decided they could not get the kind of employee they wanted from the ES.**

Despite their general satisfaction with the present recruitment activities, 33 percent felt there were some circumstances under which they might try the ES: if they couldn't find employees with current methods (51 percent), if a rapid business expansion required them to hire rapidly (5 percent), if the ES changed (12 percent) and as a last resort (21 percent). For the 62 percent who said there were no circumstances which would make them use the ES, 30 percent said there was just no need, 6 percent cited union barriers (35 percent for the major-market employers), 66 percent were just satisfied with the present methods, and 20 percent (primarily minor-market employers) misunderstood what the ES did.*** Table 2-57

Considering the high percentage of negative responses, and the qualifications placed on the "positive" ones, the class of non-users (45 percent of all employers) are likely to remain non-users except during periods when the labor market is so tight that they cannot find employees by any other means. These employers, represent, however, only a small segment of the labor market orders available, 40 percent, since 90 percent are

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* When asked specifically about their present recruitment methods, 95 percent said they were satisfied, and of these 80 percent said nothing at all could be improved.

** Multiple answers were permitted.

*** Most of these employers just felt the ES was there to help UI recipients, to enforces EEOC requirements or to train people.

small minor-market establishments, representing only 30 percent of all openings available in the area.*

2.1.10 General Relationship to ES Office

The use of the employment service was, again, naturally, strongly correlated with knowledge of its location, the degree to which it was visited, and the level of contact by employer representatives.

2.1.11 Location and Appearance

For employers who used the ES during the critical incident period, 85 percent knew the location. There was little difference by size (major/minor market), or the employers' industrial area except that few employers (62 percent) who were looking for service employees knew of the location. Table 2-58

The percentage knowing the location for employers who had used the ES at times other than the CIP was about the same (75 percent). For these employers, there was a significant difference by size with 86 percent of the major-market employers knowing the location.

For employers who had never used the ES, however, only half knew where it was located. This percentage was similar for all categories, and was significantly lower than users in the same categories, as would be expected. Table 2-58

The degree to which location or office appearance mattered to the employer did not depend on the level of use. Of those who were users during the last six months of 1974, 95 percent did not care about location. Of those who did, almost all wanted the ES located near the company. Minor-market employers were more concerned about location: 8 percent desired a location near them. (For major-market employers, 96 percent did not care about the location.) This again reflects the different view of and use of the ES by the two classes of employers, as discussed earlier.

* The 45 percent of non-users represent only about 30 percent of all openings, because of the small number of openings per category of hire.

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This situation was about the same for employers who had used the ES previously with over 90 precent not concerned with location, and the majority who were just concerned that the ES should be near them. For those who had not used the ES, 97 percent were not concerned about the location.

Concern about the appearance of the ES offices was similarly low. For both users during the CIP, and general users, 85 to 90 percent did not care about the office appearance. Almost all employers, regardless of category, who expressed some concern felt that the offices should be attractive to attract good applicants. But, this was, of course, a negligible percentage of the total.

2.1.12 Degree of Contact with the Office

Thirty-two percent of those who used the ES during the study period had, at some time, visited the ES office. For those who used it at some time in the past, the percentage was only slightly lower, 29 percent. As expected, only 6 percent of non-users had ever visited an office. Table 2-58

Twelve percent of those who used the ES had visited the office for personal reasons, 19 percent to place an order, 40 percent to file a UI claim or to protest a UI claim by a former employee. For employers who had used the ES previously, only 34 percent had done so for personal reasons, and 27 percent to place an order.

For employers who had not visited the ES, the great majority in all categories felt there would be no reason to do so: 97 percent for users, 90 percent for previous users, and 98 percent for non-users. There was no dominant reasons cited for why the employer would visit the ES.

Visits by ERRs were directly correlated with the currency of use. While 40 percent of those who had used the ES during the CIP were visited by an ERR, only 28 percent of general users, and 6 percent of non-users had ever received an ERR visit. More major-market establishments (54 percent) were visited than minor-market establishments (35 percent). This is consistent with ES policy to concentrate on major-market employers.*

* Based on our office reviews.

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2.1.13 The Use of the Private Employment Agency

The closest counterpart to the state employment service is the private employment agency. Although the private agency is similar to the ES in form, its use complements rather than parallels the use of the ES. Whereas the bulk of the ES service was in areas other than professional, technical, managerial, and clerical, nearly 80 percent of all private agency service is provided to these areas, with over 50 percent in the clerical skills alone. Table 2-59

By far the major reason for choosing the private agency is because of the screening it provides (44 percent) with "previous good experience" accounting for 20 percent, and "speed" for seven percent. (All other reasons accounted for 30 percent of the reasons for use.) Table 2-59

Unlike the employment service, private agencies actively recruit employers by scanning the newspapers to see who is hiring, and for what. The private agencies also send lists of persons available, and resumes, to some employers, a service usually appreciated by employers, although a few percent of employers felt they were being hounded.

The majority of recruitment involved more than one private agency. Most employers who used two or more said they simply did so since "more is better." Some employers ended up with several agencies because they called in response to an ad or other notification of hiring. Few employers said more than one private agency was used to speed referrals. Conversely, when one agency was used, it was because of good experience (52 percent) or because it was the only one known to the employer (23 percent). Twenty-three percent also ended up with a particular agency because it happened to call.

In the majority of all recruitment, the applicant paid the fee (61 percent), with the employer paying only 20 percent of the time. In the remaining cases the fee was shared or paid by some other means. Table 2-60

Most employers (77 percent) felt the private employment agency met their expectations. Nearly 40 percent rated their experience as excellent, compared with only 12 percent who felt the private agency was of no value. About 28 percent of the employers felt the private agency was just Table 2-61

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better for the particular category of employee wanted and 17 percent said they could generally rely on the private agency to provide good applicants.

The majority of employers who could compare their experience with private agencies to their experience with the state employment service felt that the private agency was just better for the type of employee being recruited. Ten percent believed the private agency was more employer oriented and five percent believed that since the applicant was paying, he or she would be more interested in working. On the other hand, three percent of the employers said the ES applicant was better since they knew how to get a job without paying for it, and five percent believed the ES was just better overall.* Twelve percent of the employers said the two methods were about the same, and six percent had no opinion at all. Table 2-61a

* Four percent said the ES was better because there was no fee. These were undoubtedly employers who had to pay themselves.

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PART TWO

SECTION TWO: JOB SEEKER EXPERIENCES

Unlike the employer, whose involvement with the ES is distant, primarily through the referrals he receives, the job seeker comes in contact with the employment service office often and in person. The organization of this section roughly parallels the sequence which would be followed by the average applicant.

2.2.1 INTAKE

The great majority of persons who used the employment service first came specifically to obtain a job. Only 35 percent originally went because of unemployment insurance, food stamps, or other reasons. This percentage varied little by type of applicant. A slightly higher percentage of males, whites, older persons, and those with less than one year of high school went because of UI, reflecting more than anything else their previous employment status. This percentage did not vary considerably by types of applicant, however, being no greater than 50 percent for any group: Males, 37 percent, white applicants, 38 percent, older workers, 49 percent and persons with less than one year of high school, 46 percent.

Table 2-62a to Table 2-66a

Regardless of why they first came to the ES, almost all applicants said they expected a job, and overall, about two-thirds said they received the services

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they wanted, slightly higher for males, whites, high school graduates and older workers. Ordinarily one would explain the high level of satisfaction with the service and the variation as determining the degree to which the expectation for the job was fulfilled. However, only 15 percent of all applicants received a job directly from the ES and some of the groups which were most satisfied with the service (particularly older workers) were also groups which had the least success.

Whereas most persons felt they received the service they wanted, few (about 25 percent) felt they received anything in addition, e.g., labor market information, interview instruction, etc. Table 2-62a to

The median number of visits to an office was four with older persons and males making more visits than average. About 12 percent also visited more than one office, the majority of those who did feeling it would increase their chance for a job. Slightly over 30 percent of all applicants also had telephone contacts with the ES, usually: calls about a job (50 percent), to be called in for an interview (17 percent) or to be given a job referral (22 percent). In only three percent of the cases was the call to follow-up on a referral or placement. Table 2-65a

2.2.2 Use of Job Information Service

About 60 percent of all applicants made some use of a job information section of the office. The only groups making little use were applicants over 50 (41 percent) and applicants with less than one year of high school (34 percent). Part of the reason for this was that several offices restricted the use of the section to those persons they felt could profit from it. This was certainly the case for those without some high school being excluded, but does not explain the low use by the older worker. Table 2-62a to

Of those who used the service, about two-thirds had gone to an office at least once for no other reason than to check the list of available jobs, and 59 percent had tried to get a listed job at least once. However, only 7 percent of those who tried actually obtained a job in this way, representing about 2.8 percent of all applicants and about 20 percent of all those who were placed by the ES. Table 2-66a

There was considerable variation in whether persons tried to get a job or not and if they were successful. Sixty-two percent of all men tried to get a job

compared with 53 percent of all women, but twice the percentage of women who did try were successful* (11.2 percent to 4.8 percent). Only 50 percent of those with less than one year of high school tried (only 34 percent had used the job bank in the first placed) and of these only 4 percent were successful (a combined placement rate of just over one-half of one percent). Nearly 69 percent of those with some high school or high school graduates tried to get the listed jobs with 15 percent of those with some high school and 5 percent of those with high school degrees being successful. A somewhat higher percentage of minorities than whites tried to get listed jobs, and a much higher percentage (10 to 6 percent) succeeded.

Table 2-62a to Table 2-66a

2.2.3 PRE-PLACEMENT SERVICES

Theoretically, exposure to the employment service can be extensive and intense. Testing, counseling, coordination with existing training (primarily CETA), job development, job interview and general work habits orientation, labor market information, educational assistance, are all potentially available. The degree to which they are used, however, depends very much on the orientation of the employment service office, and even more important, on the orientation of the national policy. Within the last four years, the employment service has swung away from its Human Resources Development concept which emphasized employability development of the less able, to a role as a labor exchange, matching qualified workers with employers.** This redirection is evident in the reported statistics of services provided to applicants, and (although to a lesser degree) from the interviews with applicants themselves.

From the ESARS reports of the sampled office, about 15 percent of all applicants received any or all of the following services: counseling, testing and training. Considering that many of these were given in combination, only about one person in 10 received services other than those directly related to placement. However, the respondents indicated a much higher provision of such service than reported, for the same period, by ESARS.***

See Figure 1-5 page 1-11.

* There is no apparent reason why persons in this group were so successful.

** See the Manpower Report of the President, 1974 and 1975.

*** They reported a much lower level of placements.

One could reasonably suspect that of the 20.8 percent of the study sample who claimed to have received counseling, many could have been confusing the advice from an interviewer with a counseling session.* It is difficult to see what testing could have been confused with, but 14 percent of all persons interviewed claimed to have been given tests. Eighteen percent said they were told about training or educational opportunities and 37 percent were given general job information, 16 percent were given instruction in handling the job interview and 7 percent were referred to another program of agency. Table 2-62c

These responses, even allowing for the confusion between information given at a normal interview and special services, suggest an ES program still somewhat "softer" than that provided for in a pure labor exchange model. And, it is most likely that the presence of such "non-referral" services produced the very favorable responses about the employment service even from those persons who were not placed -- the great majority of all applicants.**

One thing is clear about the provision of services under a "labor exchange" policy: they are tied directly to job potential. In most cases, the probability was much higher of getting such a service if one were in an "employable" group than if one were not.*** Moreover, the provision of such services was strongly correlated with an ultimate placement.

The applicant with a high school degree was somewhat more likely to receive tests than the one without, but over twice as likely (21.8 percent to 10.6 percent) to receive counseling as the person with less than ninth grade education. They were also more likely to receive job information than those with less than a ninth grade education. By age group, there was a steady decline in all Table 2-64a Table 2-65b

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* The questionnaire tried to account for this by asking: "Were any of your appointments with a special worker--sometimes called a counselor--you would have been referred to that person by another worker."

** Estimates provided by ES mangers and staff about the perception of persons they felt were counseled, tested, etc. conformed to those given by the applicants, not to those available in their own reports.

*** Traditionally, a number of factors have been associated with the probability of obtaining a job from a program: educational level, age (in the primary working years).

services with increasing age. Although some of this is explainable (the young would need education or training far more often than the older worker), some is not. For example, persons in their primary working years 20 to 40 were nearly twice as likely to receive counseling as those over 40, and over three times as likely to be referred to other programs or agencies, or to receive education or training information.

The most dramatic difference was between the placed and unplaced groups. Over twice the percentage of persons placed received tests than those not placed and a higher percentage received counseling, general job information and job interview instruction. These observed correlations do not necessarily imply that they caused the outcome. They could have been applied to help effect the outcome which was already partially present. The fact that the "developmental" services are strongly associated with the groups with usually good employment potential supports this view.*

Table 2-62c
Table 2-63c
Table 2-64a

2.2.4 Job Desires, Referral and Placement

The ultimate goal of all services is to help an applicant obtain work, if possible through a direct ES placement. As mentioned earlier, most persons who came to the ES hoped to get a job, even those who initially applied because they were receiving unemployment insurance benefits or were food stamp work registrants. Most persons in all categories (nearly 80 percent) had a specific line of work in mind when they came to the employment service, and most of these (90 percent) had previous experience in the field. The great majority (94 percent) said the ES understood what they wanted. However, 32 percent said the ES suggested a different line of work, primarily because of the bad labor market.

Table 2-62d & Table 2-63d

There was little variation by applicant characteristic. Slightly more applicants from 30 to 50 had a specific job in mind and experience in the fields

* This would be consistent with current ES procedures which are highly placement oriented, and undoubtedly the most effective use of resources if judged in the light of placement outcomes. This would not, however, be perhaps the best use if judged against the need of the population of applicants.

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than other groups, as had whites. A higher percentage of women had a specific job in mind than males, but fewer had experience in the desired field. There was no particular pattern by education. However, there was considerable variation by group. The ES staff suggested a new job area for 44 percent of all high school graduates compared with 17 percent of those with less than one year of high school; they suggested a new area for nearly 50 percent of those under 20 but only 20 percent for those over 50.* They also suggested different job areas for 37 percent of minority applicants but only 30 percent of white applicants, and for 36 percent of all males but only 26 percent of all females. Only part of these variations can be explained by associations with occupational areas since the only groups for which new work was suggested more often than average were processing (54 percent) and miscellaneous (46 percent). And, the only one substantially below average was machine trades (16 percent).

Table 2-64b
Table 2-65b
Table 2-63d
Table 2-66a

The referral sequence is revealing in that it shows strong associations with demographic groups and a potentially significant weakness with the present process, one which if eliminated could greatly increase the placement potential of ES offices.

Getting a job referral at all was correlated with most demographics. Those who completed 12 or more years of school had over three times the chance of getting a referral than those persons with less than a ninth grade education (49 percent to 15 percent). Nearly half the persons under 30 received a referral compared with 36 percent of those over 30, and males had a somewhat better chance of getting a referral than females (47 to 41 percent).** Of applicants receiving referrals, those in the groups which had received the fewest referrals were most satisfied with what they did receive. Persons over forty were more satisfied with the referrals than those under forty (75 percent to 65 percent), and women were more satisfied than men (73 percent to 64 percent).

Table 2-64b
Table 2-63c
Table 2-62e

* Only 38 percent of the reason for those under 20 was the labor market condition compared with 91 percent for those over 50.

** There was, however, no difference by race.

This could mean that the ES provided more suitable referrals to these groups, or more likely, it means that their expectations were lower, and any referral was viewed more favorably than by the more "employable" groups. For example, for all of those persons with less than a ninth grade education, 100 percent kept their appointment with the employer, compared with fewer than 70 percent of those with at least some high school. A somewhat higher percentage of women than men, and minorities than whites also kept their appointments, although there was no particular difference by age. Table 2-64b Table 2-62e & Table 2-63e

There were also major variations by occupation. Almost all applicants in the professional, technical and managerial cluster received referrals (even though the ES employers did not often list in these areas), compared with only 27 percent in bench work, and 33 percent in processing. Fewer persons in the professional and bench work occupations kept their appointments (about 67 percent) than average, and more persons than average in service (84 percent) processing (88 percent) and miscellaneous occupations (85 percent). Table 2-66b

Of those keeping their appointment, 35 percent obtained a job. This ranged from only 22 percent for those in the professional, technical and managerial clusters, and 24 percent in the processing clusters, to 49 percent in service, 47 percent in machine trades and 43 percent in bench work occupations. A slightly higher percentage of females obtained a job than males (40 to 32 percent); again there was no difference by race.

The young were much more successful than the older groups (41 percent under 20 to 14 percent over 50), as were--surprisingly--persons with less than a high school degree. Fifty percent of those with 0-8 years and 50 percent of those with some high school obtained the job compared with 32 percent of those with high school degrees or better. Overall, the placement rate for the groups were as would be expected: 12.1 percent for highschool graduates, 13.2 percent for those with some high school and only 7.4 percent for those with less than some high school. The rates for other groups are shown in Figure 2-3. Table 2-65c

	PERCENT PLACED		PERCENT PLACED
Sex		**Race/Ethnic**	
Male	11.6	White	11.7
Female	12.9	Minority (including Spanish surname)	13.8
Age		**Occupation**	
20 or less	15.6	Professional	15.1
21 - 30	8.8	Clerical & Sales	14.7
31 - 40	9.1	Service	14.6
41 - 50	4.8	Processing	6.4
over 50	3.8	Machine Trade	13.9
Education		Bench Work	7.7
0 - 8	7.4	Structural Work	9.9
9 - 11	13.1	Miscellaneous	12.8
12 or over	12.2	**Overall**	12.2

Figure 2-3 Overall Placement Rates from Referral

The analysis of the referral to placement cycle shows that the results of the ES placement rate are affected as much if not more by problems in the process than by employer rejection.* Although it may not be possible to increase the percentage of persons given referrals without a better economy, that only 70 percent of the unplaced group kept their appointments suggests an area which could easily be improved. Moreover, of those keeping their appointments, but not hired, an additional 25 percent arrived after the job was filled. This means that nearly 48 percent of all persons given referrals but not placed did not get jobs because of either

* Employers claimed to have hired about one out of four referrals, but one out of three persons who did show up claim to have obtained a job. This difference is probably due to faulty perception of employers.

failure to keep interviews or because the job had been filled by the time they arrived. Thus, 20 percent of all applicants who did not obtain jobs, did not obtain them for these reasons alone.* And, even without increasing listings, or a better economy, the potential exists to improve office placement rates.

2.2.5 Quality of Jobs and Retention

The jobs obtained by all applicants with employers listing with the ES, and those obtained by persons actually placed by the ES, compared favorably with those generally obtained in the community. As shown in Figure 2-4, the salaries obtained by males and females were very similar to those obtained by all job seekers obtaining work during the study period. In fact, the salaries of persons placed by the employment service were better for males and females, both in terms of the average and median wage obtained.

	Male		Female		
	Median	Mean	Median	Mean	N
All new hires	$3.46	$4.01	$2.55	$2.83	582
All hired by ES listing establishments	$3.33	$3.90	$2.61	$2.91	540
All placed on job by employment service	$3.74	$4.12	$2.81	$2.96	120

Figure 2-4: Hourly Wages Obtained by all Persons, by Persons Obtaining Work at ES listing Establishments, and by all Persons Placed by the Employment Service**

* Thirty-eight percent of the unplaced group had received referrals of which 30 percent didn't keep interviews, and 25 percent of those who did arrived too late. The intersection of the two probabilities results in approximately 20 percent of all unplaced applicants not obtaining jobs for these two reasons.

** Averages and medians were computed from class marks and class intervals by means of standard procedures. Although a wage class is from $3.00 to $3.50, a median of $3.46 can be derived by a weighted estimate of where the mid-point would have fallen.

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The fact that the wages obtained by the placed applicants are better than those obtained by all job finders, or than those obtained by all persons securing jobs with ES listing employers does not, however, mean that the employment service does a better job of matching people to jobs. It can also mean that the ES placed the "better" applicant, which statistics tend to bear out. Moreover, there is some evidence to suggest that the ES placement is not as well matched to the job as are those persons who find employment by other means.

As shown in Figure 2-5, the percentage of persons placed by the ES but no longer at the job and looking for work was considerably higher than for the general population who found work during the same period (40 percent to 12 percent). First, the difference was not due to differences in the sexual composition of the group of ES applicants and general job finders, since the results are about the same for both males and females and other characteristics were very similar. Second, it could not be due to characteristics of the establishments themselves since persons finding jobs at ES listing employers tended to have the same retention characteristics as the population in general.

2.2.6 ES Variation and Placement from Referral*

Certain ES office characteristics were associated with variation in placement rates. Except in a few cases, however, such associations must be used cautiously, since the natural tendency to ascribe cause to the variation could well be wrong. The variation could just as easily have been "caused" by the job market and the applicant population.

The finding most consistent with other observations about ES use is that small offices did appreciably better than large ones (13.4 percent placement rate to 9.8 percent). Offices which handled few applicants placed 12.2 percent of them compared with offices handling large numbers (10.4 percent). These differences, particularly the shift by office size, are related to the observation made earlier that whereas the large office gets a bigger

Table 2-67

* This discussion does not include consideration of the three percent of all applicants who found jobs from the job bank, only the 11.5 percent finding them from referrals.

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All Job Finders & ES Placements	MALE		FEMALE		OVERALL	
	General	ES Placed	General	ES Placed	General	ES Placed
Still employed sample company	54.1	37.6	75.8	40.8	65.3	40.0
New job	21.3	18.8	12.0	13.3	17.6	15.5
Looking for work	14.3	39.0	8.1	40.5	11.9	39.6
Other: retired, hospitalized, etc.	7.9	4.6	4.2	5.4	5.2	4.9

Employers who found work at ES-listing Establishments	MALE	FEMALE	OVERALL
Still employed sample	63.7	79.3	68.8
New job	21.0	8.7	16.6
Looking for work and other	15.3	12.0	14.6

Figure 2-5: Retention for ES Placed Applicants, Persons Finding Work with ES Listing Establishments, and all Persons Finding Work

percentage of all job finders, a higher percentage of those who obtain jobs at ES listing establishments come from small offices. Because of the conformity of these observations, there is a strong temptation to interpret the data as meaning that the small office is more effective in placing applicants. Furthermore, the small offices were not associated with any particular city characteristic. They were scattered across the country, and were not correlated with any explanatory city variables, e.g., unemployment rate, percentage manufacturing.*

Other variations either did not correspond to changes in the placement rate or are not readily explained. Of the former, percentage of minority applicants, and how persons are assigned to interviewers were not correlated at all with "outcome." Extra interviewer effort did show, encouragingly, at least a positive, though not significant, correlation with placements, while having a restricted job information service was also correlated with a higher placement level (13 percent to 10 percent), though again little should be made of the difference except to suggest it as a possible area for more study.**

2.2.7 Appraisal of the Employment Service

About 24 percent of all applicants had a generally positive opinion about the physical setting of the office, compared with nine percent who had generally negative opinions. However, 27 percent complained about waiting and the long lines. Table 2-68

Concerning their experience, nearly two-thirds of all applicants said the ES was either useful or very useful (81 percent of placed applicants). Table 2-69
There was some variation by sex, but placement or referral seemed to dominate, as would be expected, the Table 2-70
appraisals of the office. In general, all female applicants held more positive views than male applicants (70 percent to 59 percent) as did those who were placed (94 percent to 62 percent). Whites also had a much more favorable view of the ES than minorities, 64 percent to 30 percent. This difference was still

* Also consistent with this finding was the increased placement rate for offices with satellite offices located for the convenience of job seekers (13.3 percent for offices with satellites to 10.6 percent for those without).

** At this time, the Office of Research and Development is conducting a study of the Job Information Service, and, perhaps, this question will be answered.

present among placements, 86 percent to 50 percent.* There was little difference by education, with high school graduates rating the ES as very useful or useful 64 percent of the time compared with 54 percent for those with less than a ninth grade education, even though high school graduates were placed far more often. By contrast, those over 50 rated the ES as useful or very useful 75 percent of the time compared with 63 percent for those under 20, even though the latter group was placed twice as often.

2.2.8 Previous ES Experience

The average person using the employment service during the study period has used it just under two times before. Forty-three percent of this group, however, had never used the employment service at all.) The placed applicant was also the more frequent user, averaging 2.6 previous uses, including about one-third of placed applicants who were new users. Tables 2-68 to 2-70

Of those who were previous users, 22 percent claimed to have obtained a job. As proof that nothing succeeds like success, 47 percent of all persons who were placed by the ES during the study period claimed to have previously had a job (58 percent for female applicants). Most persons felt their prior service was about the same as their recent service. Of those who felt it was different, 25 percent felt their prior service was better than their recent service compared with only 11 percent who held the opposite view. For placed applicants, for some reason, 22 percent felt their prior service was better compared with only 5 percent who felt it was worse. Usually they sited personal service. Table 2-71 & Table 2-72

2.2.9 Suggestions for Improvement of ES

Approximately 75 percent of all applicants had suggestions for improving the ES. These did not cluster into any clear group. Nine percent wanted more jobs, seven percent wanted better jobs, 13 percent felt more Table 2-71 & Table 2-72

* The ES had a slightly higher success rate, however, with members of minority groups.

staff were needed, 8 percent felt more job information would help, six percent wanted better job matching. There were few differences by category, but a significant number of placed applicants (20 percent) felt the ES should have better jobs.

2.2.10 Influence of Office Variations on Appraisal

Office variation did not greatly influence the perception of applicants' ES experience. Even characteristics which were strongly tied to placement (e.g., office size) were not related to appraisal. Table 2-7

The regression which was used to determine the relative contribution of different factors* to appraisal found the two office variables tested (office size and presence of satellite offices) to be insignificant. In fact, even among demographic variables only those related to age were strongly correlated. Being under 35 decreased the likelihood of a good service rating. Among office experiences, if the person went to get a job, the chance was for a slightly lower rating, and if the person got a referral, for a strongly higher rating.

2.2.11 The Previous User

About 45 percent of all previous users used the ES within the last three years. As was true of the current user, most (68 percent) said the main reason for going was to get a job as opposed to unemployment benefits, food stamps or other reasons.** About the same percentage felt they obtained the desired help. Table 2-7

A higher percentage recalled having been given services: 22 percent saying they received tests, 29 percent counseling, and 44 percent job information. Table 2-7

* The regression proved to be of little value, explaining only 5% of all variation.

** Questions about previous use were administered only to those using the ES within the last three years.

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As was true for current users, most (64 percent) had a specific job in mind and previous experience in that field (91 percent). Thirty percent also said that the ES suggested other work areas--in 64 percent of these cases because of the bad labor market. Table 2-74C

About the same percentage also were given job referrals (55 percent) but a much higher percentage claimed to have received a job from the referral (61 percent). These percents, particularly the composite rate for placement, 33 percent, could be higher not because the ES was better, but because the respondent had combined several different searches in his mind.*

2.2.12 The Non-User

Over 70 percent of all persons who did not use the employment service (48 percent of all job finders) had heard of the employment service, and three-quarters of these knew it was there to help people find jobs. The great majority had not bothered to use the employment service simply because they didn't feel they needed it, or it was easy to get a job on their own. Only 13 percent of the reasons for non-use were classified as being because of misinformation, or bad image. Table 2-75

* This would not seem to apply, however, to the percentage keeping the job interview, and it may be possible that the referral process worked better a few years ago than it works now.

PART TWO

SECTION THREE: ATTITUDES OF USERS AND NON-USERS ABOUT THE EMPLOYMENT SERVICE

In order to obtain some standard attitudinal measures among users and non-users, a series of 15 statements (some positive and some negative) were read to each respondent. Each was asked to indicate if he or she felt the statement was true or false.* The results were encouraging, and even surprising. In general, all users held fairly positive views of the service, regardless of whether they received a job from the employment service. Even non-users were favorable in their assessments.

2.3.1 The Employment Service User

About two-thirds or more of all respondents stated that they felt the following statements were true: Table 2-

Considering the job market, the employment service does about as well as can be expected.

* They were also permitted a don't know answer, but these were seldom used.

The employment service provides useful information even when it can't provide specific jobs.

The employment service workers are courteous to their clients.

The employment service is a good place for some people to find work.

About two-thirds or more also felt the following negative statements about the employment service were false.

The workers at the employment service are not very interested in your job needs.

The employment service workers are too busy to take care of you properly.

The employment service is in a neighborhood where you would rather not go.

The employment service isn't open any hours when I can get there.

It's hard to get to the employment service office because public transportation isn't convenient.

Thus, out of 15 statements which reflect on perceptions of the employment service, nine produced clearly favorable responses. Five of the remaining six, which were not answered as favorably by a clear majority of respondents had to do with the ability of the employment service to find jobs:

The staff at the employment service are good at getting people jobs.

The employment service is a good place for people like you to find work.

The main reason the employment service can't help you is that employers don't list good jobs with them.

The employment service is mostly for people who have been laid off.

Your chance of getting a job is better if an employer knows the employment service sent you.

For all of these, about the same number answered negatively as answered positively. For example, only 44 percent felt the employment service staff were good at getting people jobs and only 46 percent said it was a good place for people like themselves to find work, even though nearly 80 percent had felt the ES did about as well as could be expected considering the job market, and 93 percent had felt the ES was a good place for some people to find work.

The remaining statement, *"When you go to the employment service they keep you waiting too long,"* was answered affirmatively by 46 percent of the respondents. This contrasts sharply with the 15 percent who said the office was in a bad neighborhood, the 13 percent who felt the hours were inconvenient, and the 16 percent who felt the office was difficult to get to. Clearly, the only problem with location or procedures in the medium-sized cities seems to be with the length of the lines.

As would be expected, there were significant differences expressed by whether a person received a job or not, and by the sex, minority status and occupation of the respondent. However, not all of these shifts were in the expected direction. For example, male respondents who received jobs from the employment service gave more favorable responses to the following statements than their unplaced counterparts: Table 2-77

The staff at the employment service are good at getting people jobs.

The employment service is a good place for people like you to find work.

Your chance of getting a job is better if an employer knows the employment service sent you.

However, men who were placed generally gave fewer favorable responses to the following:

Considering the job market, the employment service does about as well as can be expected.

The employment service provides useful information even when it can't provide specific jobs.

The workers at the employment service are not very interested in your job needs.

The employment service workers are too busy to take care of you properly.

The main reason the employment service can't help you is that employers don't list good jobs with them.

The pattern for women was quite different. Invariably, women placed by the employment service gave more favorable responses to all categories than their unplaced counterparts. The only possible exception was that 54 percent of placed women, compared with 47 percent of unplaced, felt, *"The main reason the employment service can't help you is that employers don't list good jobs with them."*

In general, the opinions held by minorities served by the employment service were about the same as for their white counterparts. About the only difference, and this was minor, was the tendency for unplaced members of minorities to be somewhat more negative than their white counterparts, and for placed members to be somewhat more positive. These differences were hardly of significance, however, and were not consistent over all attitudinal questions. Table 2-78

The differences by occupation are similarly marginal, with but a few exceptions. Professional, technical, and managerial applicants tended to be more negative in their appraisal than applicants in other occupations, particularly in their assessments of whether the Table 2-79

employment service was good at finding people jobs. Persons in the clusters associated with manufacturing (processing, machine trades, and bench work) tended to be somewhat more favorable than average. Again, these differences were marginal, and would certainly not warrant any shifts in service policy. In fact, one could say from the tables that about all persons, regardless of their occupation, with the possible exception of professional and technical areas, received service which they felt was adequate or good.

2.3.2 THE NON-USER

As covered in the preceding section, non-users knew of the employment service, but simply didn't use it because they were satisfied with other methods. This is also reflected in their responses to a battery of attitudinal questions. Table 2-80 & Table 2-81

Most persons (55 percent for males and 65 percent for females) felt the ES would be a good place for people like themselves to go to find work, even though they did not, in practice, use it. Fewer non-users, in fact, felt that employers didn't list good jobs with the employment service than did those actually using the service. For other attitudinal statements which were comparable to those asked of users, the answers tended to be about as favorable or unfavorable as users. For example, few non-users felt ES offices were in bad neighborhoods, or believed it would be difficult getting to them. However, nearly 40 percent felt they would have to wait too long if they did go there. These percentages closely parallel those given by users.

The responses by non-users were examined to see if they differed by whether the respondent was ultimately hired by an employer who had listed the opening with the employment service.* Interestingly, persons hired by firms which had listed the opening with the employment service gave more negative responses to the following statements:

The employment service is a good place for people like you to find work.

* These non-users represent, therefore, the two out of three persons hired from "other sources" by employers listing openings with the ES.

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The main reason the employment service can't help you is that employers don't list good jobs with them.

In other words, persons who ended up in jobs actually listed with the employment service felt there was less chance that the type of job they wanted would be there than did persons obtaining employment in general.

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PART TWO

SECTION FOUR: EMPLOYER AND JOB SEEKER COMMENTS

The preceding sections of the report have presented the facts and figures about the use of the employment service by employers and job seekers. These sections have not presented, however, the flavor of actual comments made by employers and job seekers which were compressed into the dry codes necessary for machine compilation. This final section of the report presents a brief, decidedly unscientific overview of positive and negative comments culled from the interview schedules. *No attempt has been made to select comments at random, or to choose those most representative of large groups of users. Rather, comments have been selected because they convey some feeling about the employment service which has been lost in the translation from interview to statistical analysis.*

Of the comments, those by employers are most interesting because of the nature of the interview situation: an informal conversational interview conducted on the employer's premises. The comments of job seekers are, because of the nature of the telephone interview technique, less revealing and much less interesting. *The reader should also bear in mind that the negative comments tend to be represented more than the positive ones because*

they convey problems with the service as perceived by job seekers and employers. As would be expected, most persons holding positive views restricted them to a few brief comments, such as: "the employment service is very useful to me," "oh, I've had no problems," and the like. When someone was dissatisfied, however, he or she would often tend to describe in some detail why.

2.4.1 Employer Comments

Employers were concerned, more than anything else, with the applicants they received from the employment service. More often than not, they complained about the more general worker traits, such as willingness to work, than a lack of specific job skills.

> *Referrals did not have job skills, prior experience or proper attitude.*
>
> *Most are not qualified, appearance is terrible; just warm bodies, some may not even be warm.*
>
> *Language screening was sometimes lacking altogether.*
>
> *People out of work too long, won't even send people.*
>
> *They had nothing to offer me; you've got to have something to start with.*
>
> *Referrals from ES weren't nearly as qualified as from other sources.*
>
> *Applicants weren't ready to work the abnormal hours the position required.*
>
> *Don't want to work - have to look for UI - women tell her they only look for work between welfare checks.*
>
> *Referrals were not adequate because they expected that the less menial job to be not enough for them and wanted something better.*

Referrals were primarily inadequate because of a lack of communications and inflexible job order procedures.

No problem, it's just that they weren't quite as good as the person hired, some didn't show up.

Other candidates were more qualified and seemed more interested, the ES referrals were just the opposite.

Guys don't want to work, when weather is good they leave, when bad they don't show up.

When the area supervisor gave the ES applicant a practical test, the applicant did a sloppy job showing that he did not have the proper skill or experience.

Most did not want to work. They usually show up drunk or in a condition or appearance that would remove them from consideration as an employee.

The appearances of some were terrible and could not be used. Others had not obtained the job skills or experience stated on their job history. Some were not able to read or write, as well as follow very simple directions.

Unacceptable referrals don't want to work. They don't look right - their hair is all a mess, etc.

Some were drifters having had several jobs in a few months; transportation was a problem with a referral; not having a babysitter to take care of the children was a problem of a single mother who applied.

Sometimes you get the feeling they hope you don't hire them.

They are more the deadbeat type who don't want to work.

Even in their general appraisal of the service received, employers often made negative comments about applicants. Several lauded the employment service for doing so much with so little.

Feels that the State Employment Service "is the crummiest outfit and the most ridiculous" that he has ever used to seek employees through. He clarified this to say that he was talking about the _____ Area Office and that when he worked in _____ he received better service from that area office.

Quite good. Liked the recorded list of job openings which can be obtained by dialing a certain ES number; did this when first was looking for a job herself.

They (ES staff) are eager to send people out to try to get them off of UI. It's not their fault (ES staff); it's who they work with. They do a good job, considering.

I wish they'd keep us on file and call us every once in a while. They should keep employers in a list, or a card and call them.

Since installment of the job bank feels lack of personal touch, lack of familiarity with the needs of the trades and with technical job descriptions on the part of the order taker at the job bank. Before, called a ES person handling jobs in his field, now anyone

takes the order. The order taker doesn't know anything about the job requirements and therefore may pass on wrong information.

People who use the ES are not very motivated. Would rather hire a retired person the next time. ES applicants don't have the right kind of motivation. They want the money but don't want to work. Work ethic of ES applicants is not good.

Many applicants using the employment service are afraid to get hired. Many have learned not to get hired. You get the bottom of the barrel. ES applicants are often laid off and want to go back to their old job as soon as work is available. It's too expensive to train these people to stay a short period of time.

Poor to awful. Staff have to get people off the roll so they send them out. Also, people lie to staff.

The service is good, cheap and better than hiring someone off the street. Feels that ES applicants are becoming more qualified as a result of the greater number of people being out of work.

Recently, better referrals overall through the newspaper. Believes ES is still a good supplier, that he could fill his needs with ES referrals.

Never really thinks about them because they don't seem to be concerned with his business. ES used to take a greater interest in referrals and follow-up until two years ago. The quality of the service has deteriorated.

(One of the largest employers in sample) *feels that ES is good for short-term low skill job openings. ES can then furnish a relatively large number in a short time. He thinks ES should be very useful to his company, but somehow isn't because of the quality of the referrals, their lack of skill and motivation.*

Thinks ES service is acceptable. Has not had bad experience. Thinks they are efficient, but limited by number of people they must serve.

Get lower kind of people so naturally have problems "these people don't want to work" he believes that walk-ins are really looking for work and prefers to hire them, while people who are around the ES office just want a hand-out.

As UI is going up, applicants only want short term work, ES not able to send out as many quality referrals as used to. Also, people referred through ES have worse work backgrounds than people seen through other sources.

Feels they probably have more unskilled individuals than jobs; also feels they were handling the job the best possible way.

"If a guy (worker) has skills, he wouldn't have to even stop at ES." They (the ES) deal with people with difficulties getting and holding a job.

ES serves a valuable function to industrial employers for job openings in unskilled and semi-skilled job openings. It's a good labor exchange and provides a good service.

CAMIL

They are trying to do a job and succeed in industrial labor exchange, but fall down in service occupations.

They're my best source for referral - they usually send me so many applicants I have no trouble finding good employees.

It's a lousy organization.

The ES is not enthusiastic enough in placing applicants - just seems to go through the motions (considering nature of labor supply for hotel industry), but with the degree of organization it has, employers should have confidence in the ES.

Overall performance would have to be described as poor. Too many of the individuals who apply at the local ES are against working, lack education, job skills and do not have a "balanced picture" of previous work experience. Those wanting to work have the feeling that they can do anything and the ES allows this attitude to exist without counseling the potential work applicant.

Believes ES has more qualified applicants than ever before. Sent job openings for referrals.

ES can not produce individuals who are qualified simply because there is an insufficient labor force in the area in the categories which the employer has job openings.

Impressed with their attempt to locate qualified applicants, but questions their ability to produce.

CAMIL

Would give ES a good rating. Feels that they treat you as if they want your patronage. I've been impressed with how good a job they want to do. Expected ES to send good, capable people and feels ES was successful in filling request. Needs are for some skilled or unskilled workers and feels the ES fills these categories well.

They don't seem like they're concerned enough, they're not very earnest. Feels some interviewers screen well, others don't. Thinks that the quality of the interviewer might correlate with the quality of the referrals sent.

ES is an advocate for minorities over qualified people - not sensitive to his own special requirements, "a secretary is like a wife."

Feels the employment scene has allowed the ES to provide better applicants as it now has a larger pool to draw upon.

The ES is wholly inadequate to meet the needs of Board of Education.

It's a good service, good follow-up. The employer can expect to get what he wants, eventually, if he is willing to spend some time screening.

I imagine people over there (the ES) do their best to find jobs for people. The drawback is that many people who use ES are collecting UI and perhaps don't want to work. ES handles this problem well, considering they still have good capable referrals.

It's the only source of referrals employer uses, he is very satisfied. Feels he receives very good service.

ES does the best they can, but as long as the government makes it easy to sit on your fanny, they aren't going to work. The referrals are not very good. They have the same bunch down there, day in and day out; ES is staffed well enough and has competent staff, but doesn't often have applicants who really want to work. ES has the same deadweight it had five years ago.

The problem lies with the ES, not the applicants they get. ES is at fault because they can't discriminate and because they send people who are too young.

They do what they can, but their screening lacks.

Feels ES deals with the lowest 10-20% of available applicants who don't have anything to offer to an employer. Says this is unfortunate, but when you're employing people you can't let sympathy work.

Dislikes ES - believes that if he is paying tax to support ES, ES ought to be able to send referrals over who are willing to work.

Labor supply of ES is poor in skills, lack work experience and proper attitude. The result has been that ES antagonized employers.

The specific recommendations of employers continues the same vein. Usually, they felt screening and personal contact should be improved.

ES should improve its screening of applicants before referring them to an employer. ES should also test those applicants in skill areas to determine if they have the ability to work out on the job. ES should "solicit" by phone (similar to PEA) and canvass employers more to find out employers' needs. ES could have a representative visit school board periodically. Also, ES could send out flyers to all municipal services of manpower on a periodic basis.

ES ought to know who they're referring better so that when someone seems interested in a job, they won't lose interest when they get to employers -- more accountability.

Make sure a referral shows up on an interview. Cut off assistance unless they try hard to find work.

Screening of applicants for work backgound and current skills (testing) should be improved.

Eliminate job bank order-taking procedure, and go back to old way where employer would deal directly with interviewer.

ES should fill out an employment resume and send it along with job applicants.

Should advertise; be more aggresive.

More screening of referrals; should solicit more often.

Could be more knowledgeable about wage-salary laws, minimum wages, etc.

The biggest area requiring improvement lies in the ERR-employer relationship. ERR's do not cover a large enough cross section of businesses and devote entirely too much time to large industries (manufacturers) and next to a minimal amount of time with moderate size and small businesses, especially the services industries. Giving the GATB to unemployed craftsmen or skilled workers is demeaning to their dignity.

If ES could determine from applicants work history his/her stability in working, this would help to select better applicants for the job.

Send people who wouldn't quit so fast.

Stop sending referrals interested only in working to qualify for UI.

They could speed up referrals since some good ones lost out because they came behind other recruited through alternative methods.

Let employers select their own referrals from a listing of relevant applicants sent out regularly to him.

The reasons previous users gave for not using the ES during the period of study similarly emphasized applicants and the problems the employment service had in understanding their requirements.

The ES office could have closer rapport with the company (initiated by ES) through visits to the company and maintaining some basic job descriptions of company positions.

The ES should become acquainted with the small businessmen's business and provide qualified help for them.

Would use if people properly screened; ES would then be prime recruiting technique.

Since ES doesn't charge, it actually has an advantage over other methods for finding employees. But, ES does not make use of its role. They should call the employer once a month, at least to see if there are openings, like PEA's (they hustle). ES doesn't stay in contact enough (out of sight, out of mind). Screen really badly. Should pay much more attention to employer requirements.

ES is stuck with low-quality referrals, does not deal with skilled labor. ES makes people dependent, like welfare.

Screen better and sell themselves more to employers.

ES doesn't adequately screen applicants but he feels this may be because of laws. The laws change daily and they (staff) are handicapped. Not exactly ES staff's fault. In relation to the labor supply, they do a fabulous job.

Yes - but only for this clerical category - his biggest complaint was that industrial people at ES "don't know what we're doing out here," even though there are many tool and dies in area.

Past experience bad; when he specified to ES he needed someone to deliver furniture and write out orders, ES sent someone who could neither read nor write, and who had a bad back also. Says he never needs to use ES; can get people other ways.

ES should establish closer ties with employers, although employer sees his present methods as satisfactory.

Maybe with the way the economy is, some "good" applicants might be available but the employer would fear that the ES referrals would use this as a temporary job until a higher paying one came along, or work until they could go back to collecting UI.

Would not make him use the ES necessarily, but employer recommends ES solicit jobs more aggresively with big companies. ES has contacts and knowledge of job categories they should use to help skilled workmen who have no recent experience in job hunting.

Yes, employer thinks ES should match clients to job specifications more carefully -- ES doesn't seem to understand requirements of furniture moving business.

On two previous occasions, screened applicants well, but ES referrals don't really want to work and they put up impossible criteria such as they are only willing to work on certain machines (electric typewriters, etc.).

Unlike the users, most non-users had neutral comments about the employment service. Their reasons for none use had more to do with satisfaction with their present methods than with negative views about the employment service.

> *Has more than enough applications on file for any job opening and uses Urban League to comply with affirmative action.*
>
> *Feels ES could not help because they are not geared to screening people -- a task which he doesn't have the time to perform.*
>
> *Does not believe she'd get anyone that way. Worked in five states and has never known a cosmetologist to go through ES to get a job, in any of the states.*
>
> *Don't use because of habit.*
>
> *Can't forsee using. Has enough people calling, coming to door inquiring about work and he would use private agency before state service. I might as well take people off the road as go through ES if so many people weren't coming in, we might use.*
>
> *Small business can easily fill his own positions.*
>
> *If ES had a computer job run broken out by skill so the people were listed by job skill and he had direct access to this he would use and promote it to the supervisor.*

One employer, however, did have an interesting objection to using the employment service, one which might be somewhat difficult for the ES to overcome.

> *I wouldn't use the employment service because all their clients are unemployed.*

2.4.2 Job Seeker Comments

The comments of job seekers were, as mentioned, much more restricted than those of employers. Moreover, fewer conversational responses were permitted in their interview instruments. Nonetheless, many comments are of interest because of the personal insights provided about ES services.

Would be there when I needed them. They could not help me now but it's nice to know they are there.

Only a certain number of jobs available, and they can't place everyone in every field.

I learned about different jobs around plus I learned a lot about people by seeing interviewers at ES.

Every job that came up they would call me if it was in my field of work.

Uncostly way to determine what jobs, if any, are available -- particularly in low income brackets.

I think they have a lot of special programs. They don't recommend them to everyone. They should be available to everyone but they don't even tell you about them.

Should have better job offers. Make a person aware by a bulletin board that there are job openings. If you can't talk to someone you do not know what jobs they have.

Need more personal touch. Should have telephone contact, should not have to wait for you to come in.

They should be able to give people the jobs they need and want. I wasn't satisfied with ES. They didn't seem to care about me.

CAMIL

Bookkeeping system is awful. They use a Manila envelope type of system. Very slow. There is a faster way of doing things.

I feel if person cannot travel to a far location for a job they referred you to at ES, that I should not be forced to take a job so far away from home. UI cut off because I would not accept that job.

Have branch offices in each section of the city to help ease the problem of waiting so long at the main office.

It needs better organization. Job openings are posted but when you try to get one of those jobs, all employer wants you to do is fill out application and go home and wait for them to call you. They don't even interview person at place of business.

Why suggest; it won't help me any. The interviewer I had at first was very nasty and arrogant. He put things in my record that shouldn't have been there. As a result, I didn't collect any money. I don't think it's fair after paying them they won't let you collect.

They should have a better understanding of people, rather than send you here and there and then the employer tells you, "I'll call you." It's discouraging.

If hadn't gone for UI probably would go back home and not apply for work.

Good jobs don't normally come to ES. Feels he was lucky. Private employment agencies usually get best and screen all potential applicants.

They should let people know when they have jobs -- put it in the newspaper or something. Also, they never call you back. If they do have a job, they don't let you know.

They need people that have attitudes that they wanted to help you. They really give you the run around.

Better paying business and professional people do not seem to list jobs with ES. I think if ES could incorporate high paying good skilled jobs in their program, more people would go there.

They need up-date system by having better relations with the employer. Then maybe they could have more jobs in better categories to meet each person's job qualifications.

Jobs I saw on screen were already filled when I called from ES office.

Some employers had no openings when I got there.

For people with no work history, they should give them some sort of opportunity to make a try at a job or give them some chance instead of just saying no.

Interviewers had bored attitude. They should have more personal interest and not so much apathy. ES a bureaucracy arrangement where you go down a line to see different people.

Should have some means in which to give people the training they need for different jobs.

They may not get you the kind of job you want, but they can get you other jobs if you will take them.

They could have contacted some people in such a small town.

They could contact more business and industry and give leads to higher paying jobs rather than unskilled in this area. I feel they cater to unskilled and non-professionals.

Business doesn't give jobs to ES. The two need to get together.

I think they need to do a PR program among large employers to get them to use instead of private agencies. Pointing out employers lose a great deal of money otherwise.

They might be able to explain to the people waiting what was going to be done for them, e.g., I waited three hours and really wasn't sure even if they were going to help me or not. If they had more people working, they could have someone telling people how they were going to try to get you a job.

Have employees on front desk with better attitudes.

I think they should advertise what jobs they have. People can't know what's available to them unless they go personally to ES. Maybe they should list jobs around in newspapers or somewhere else.

Did good job-match more to the skills of the applicant. Match applicant qualifications to the job qualifications.

More staff to move lines faster. Also, they need more privacy, when person talks to interviewer too many distractions from people waiting.

They better get their files straightened out. The job they gave me was already filled and employer told me on phone that he had called ES a week ago and told ES to take job off their list because it was filled.

One important thing they should provide is detailed information about what jobs they have available and not just tell job hunter to come back some other time because there is not a specific job around for what he wants to do. Tell about any job available.

I don't like the job bank. After you look on it and see a job, it's gone before you can inquire about it.

Different kind of work -- these jobs were for cleaning janitors and I wanted to work in plant operations.

They never asked me about what I wanted.

Yes, they should inquire about family situations. One family, 3 or 4, get jo they help them to get the jobs, where there is a family of 1 or 2 they don't give a job to them and that's not fair.

Set up classified job card file. Micro film card system is too hard to use. Most people won't use it. They don't understand it.

I think they can get better organization. Can't find records. Workers don't seem to know what they're doing.

Come up with a new type of testing. Their tests aren't very good.

My one complaint is parking. There are never any spots to park your car. You don't have much money if you're unemployed, and it is a shame to force a person to pay for parking while they sit and wait inside ES to be interviewed.

They told me people to call. I did, but the secretary took your name and they never called back.

Send people to school and pay for it so they can get good jobs, or give $20.00 or $30.00 more for UI and put them behind desk so they can work at ES and that would cut the long lines down.

GLOSSARY

GLOSSARY

APPLICANT--A person who applies for service at an employment service office and completes the required application card, the ES 511 or equivalent.

CONSUMER BUYING POWER INDEX--A measure of a market's ability to buy developed by Sales Management magazine and used in their widely read annual survey of U.S. and Canadian markets. The index is composed of three items: population, disposable income, and retail sales. It is calculated by giving a weight of 5 to the market's percentage of U.S. disposable income, 3 to its percent of U.S. retail sales, 2 to its percent of U.S. population. The total of these weighted percentages is then divided by 10 to arrive at the index. The main value of the index is in estimating the potential for mass products sold at popular prices. It was used in this study to rank medium-sized cities in terms of their material quality of life or standard of living.

CORE CITY--The central city of SMSA--a city of 50,000 or more (or twin cities totaling that amount) that serves as the hub of a Standard Metropolitan Statistical Area. In cases where the SMSA contains more than one such city, the larger or largest is considered the central city.

COUNSELOR-- A worker in most employment service offices, usually with a background in psychology or the social sciences, who assists applicants in making vocational adjustments or in deciding on an occupational area--particularly the new entrant or those with poor employment histories.

DICTIONARY OF OCCUPATIONAL TITLES--A classification scheme used for the systematic definition of jobs. Published by the Labor Department, it classifies jobs into nine basic categories; they are listed below, with examples of jobs from each category:

professional, technical, managerial (e.g., librarians, dentists, teachers)

clerical and sales (e.g., secretaries, hotel clerks, bookkeepers, systems analysts)

service (e.g., domestics, masseurs, policemen)

farming, fishery, forestry (e.g., whalers, gardeners, poultry inseminators)

DICTIONARY OF OCCUPATIONAL TITLES (CONTINUED)

processing (e.g., mixing machine tenders, rubber cutters, roller-mill tenders)

machine trades (e.g., bookbinder, gunsmith, mechanic)

bench work (e.g., engravers, jewelers, clutch inspectors, appliance repairman, garment folder)

structural (e.g., auto body repairman, maintenance carpenter, bricklayer, asphalt paving machine operator)

miscellaneous (e.g., packer, ice box man, material handler, dispatcher, artist's model, movie projectionist)

DISCOURAGED WORKERS--Persons without work who make no overt attempt to find a job because they feel no work is available to them. Often referred to as the "hidden unemployed," they are not included in the unemployment estimates. The withdrawal of these persons from the labor market during periods of high unemployment results in an under-estimation of the severity of unemployment.

EMPLOYER--Used in the report to mean establishment or person at establishment responsible for hiring.

EMPLOYER SERVICE REPRESENTATIVES (ESR) OR EMPLOYER RELATIONS REPRESENTATIVES (ERR)-- The ES marketers whose job is to promote the use of the agency by local employers through personal visits, telephone calls, and provision of technical information (such as labor market conditions, prevailing wage rates, how to write job descriptions).

EMPLOYMENT--(1) *Actual*--number of people at a point in time who did any work and were paid for it; includes self-employed persons, persons who have jobs or businesses, and those who were temporarily absent due to illness, strikes, vacations, or personal reasons; excludes persons working in the home without pay and those working as volunteers in nonprofit organizations.

(2) *Actual full time*--The number of people employed at a point in time who worked 35 hours or more a week. (3) *Actual full-time equivalent*--Total number of hours by all people employed, divided by 40. (4) *Actual part time*--Number of people employed at a point in time who worked from one to 34 hours a week.

EMPLOYMENT (CONTINUED)

(5) *Nonagricultural payroll*--The total number of employees on nonagricultural payrolls who worked or received pay during the pay period that includes the 12th of each month. As a result of multiple job holding and payroll turnover, some workers are reported by more than one employer. Therefore the count is not of the number of different individuals but of jobs. Includes all corporation officials, executives, and other supervisory personnel, clerical workers, wage earners, persons on paid vacations, pieceworkers, part-time and temporary workers, and so forth. Excludes self-employed and unpaid family and domestic workers, workers who neither worked nor received wages during the pay period which includes the 12th of each month (as a result of strikes or work stoppages, temporary layoffs, or unpaid sick or vacation leave), and individuals who worked during the month but who did not work during the specific pay period which includes the 12th of each month.

EMPLOYMENT SECURITY AUTOMATED REPORTING SYSTEM (ESARS)--The basic employment service reporting system which collects, organizes, and reports on key indicators of employment service workloads, performance, and use of resources. ESARS reports are developed for major local areas and states.

ESTABLISHMENT--A physical unit of a firm which provides services or produces some part of the firms output. The establishment could be the home office of the firm, a separate unit engaged in the principal business of the firm, or a separate unit providing a special service, e.g., a motor pool which is part of an oil company. Establishments tend to be separate employing centers.

FIRM--Generally synonomous to company, e.g., General Motors. The firm may be either profit or not profit, and may consist of but one, or many hundreds of separate establishments.

FOLLOW-UP--Contacts made by representatives of a manpower service delivery agency with former program clients to determine additional services needed by the client or to collect information on the client's current labor market status for evaluative purposes.

CAMIL

GENERAL APTITUDE TEST BATTERY (GATB)--A set of tests designed to measure aptitudes in nine areas, including mental and physical abilities. The GATB is closely integrated with the *Dictionary of Occupational Titles* and is widely used in manpower counseling.

GENERAL EDUCATION DEVELOPMENT DIPLOMA--An academic diploma awarded to high school dropouts who successfully complete a formal program of basic education. Educational development is measured by satisfactory performance in a formal instructional program and through standardized tests administered by authorized individuals. Generally accepted in lieu of a high school diploma.

HUMAN RESOURCES DEVELOPMENT CONCEPT--A concept formulated in 1967 and implemented around the country from 1968 through 1971. It stressed that the ES should focus on the underemployed and those with poor employment potential. During this period, the ES was client (as opposed to employer) oriented, and provided many employability development services, including training through the Manpower Development and Training Act. Many persons attribute the decline in ES listings to this program.

INSTITUTIONAL PROGRAM--A training program conducted within an educational institution as differentiated from on-the-job training which takes place at or near the work site.

INTAKE--The process, procedures, services, and organizational units assigned to bring persons into an employer service delivery system.

INTERVIEWERS OR PLACEMENT INTERVIEWERS--The front-line service workers of the ES who talk to jobseekers with the aim of assessing their work histories, matching them with available jobs, and referring them to the employers who have listed those jobs.

JOB BANK--The ES unit, either in the local office or at some centralized point serving several local offices, that receives job-orders by phone from em-

CAMIL

JOB BANK (CONTINUED)

ployers (or through ES staff), feeds the orders into a computer whose printout or microfiche is distributed daily or semi-weekly in multiple copies to local offices, and records and verifies referrals made against each order. Once an order is filled or cancelled, job bank removes it from the daily computerized list, and enters it into its statistical records (see ESARS).

JOB-BANK ORDER-TAKERS--ES personnel who receive orders from employers by phone, and prepare the job descriptions to be punched into the computerized daily listings.

JOB FINDER--Any jobseeker hired during the study period.

JOB INFORMATION SERVICE (JIS)--A separate area of the ES office allocated for job applicants to scan lists of available jobs in the locality openings they might qualify for. The list is either a computer printout or a michrofiche, and is updated daily or semi-weekly. The job lists contain all pertinent job information except the employers' names and locations, which ES interviewers give the applicants once the suitability of the job match is determined.

JOB SEEKER--Anyone, whether employed or not, seeking remunerated work during the study period.

LABOR FORCE-- All persons classified as employed or unemployed, plus members of the Armed Forces.

LABOR MARKET--For purposes of state or local manpower planning, the geographical area within which most workers are secured. For some occupations, this may be a given community, while for others, it may be nationwide. The geographical area over which a worker can roam in search of a job, within reasonable communiting distance of his place of residence.

LABOR MARKET ANALYST--Statistician at local or regional office who receives, processes, and dispenses information relating to local labor market conditions.

MAJOR MARKET AND MINOR MARKET--Terms used by ES to distinguish firms according to the number of their employees. The criteria for major market firms used by the ES offices sampled in this study vary from 15 to 50.

CAMIL

NEW ENTRANTS--Persons who have never worked at a full-time job lasting at least two weeks.

"OCCUPATIONAL CODE"--A code which is contained in a systematic arrangement of jobs according to significant factors involved in the job or group of jobs in accordance with the Dictionary of Occupational Titles.

ON-THE-JOB TRAINING--The usually informal training that is a part of learning a job at the employment site, as compared with classroom and apprenticeship programs.

OPENING--A single slot for which an employer is recruiting. Not to be confused with an order which is for a single category of employee (secretaries) but which may be for several openings.

ORDER--Recruitment for a specific type of employee, e.g., secretary. An order may be for one or more employees.

PENETRATION--A variety of measures which determine the degree to which the employment service "captures" a portion of employer recruitment or job searchers. For the purpose of this report, definitions were developed:

percentage of all persons finding work who used the employment service as a part of their search.

percentage of all persons finding work who obtained their job from the employment service.

percentage of all employers in area who consulted with employment service for at least one category of recruitment.

percentage of all orders available in community reaching the employment service.

percentage of all openings available in community which reached the employment service.

percentage of all orders available from employers who did use the ES which were listed with the ES. If only one order were available then the penetration in this category would be 100 percent.

PENETRATION (CONTINUED)

percentage of all openings available from employers who did use the ES which were listed with the ES.

PLACEMENT--Persons classified by the employment service as having obtained their job with ES assistance. The employment service must have had an order against which the hire was made, although this can be created after the fact, as in the case of a job development. There are three levels of placement based on the expected duration of the job: (1) Short-term placements in jobs which are expected to have a duration of three days or less; (2) Mid-term placements in jobs which are expected to have a duration from four days to one-hundred-fifty days; and (3) Long-term placements in jobs which are expected to have a duration of more than one-hundred-fifty days.

PUBLIC SERVICE EMPLOYMENT--Subsidized employment in the public sector which includes, but is not limited to, work in such fields as environmental quality, health care, education, public safety, crime prevention and control, manpower services, prison rehabilitation, transportation, recreation, maintenance of parks, streets and other public facilities, solid waste removal, pollution control, housing and neighborhood improvements, rural development, conservation, beautification, and other fields of human betterment and community improvement. It excludes work which is not customarily done by government.

RECRUITMENT CATEGORY--A specific category of employee for which the employer is searching, e.g., engineers, secretaries. The employer must have at least one opening in the category, but may have several hundreds.

REENTRANTS--Persons who previously worked at a full-time job lasting at least two weeks but who were out of the labor force prior to beginning to look for work.

REFERRALS--Those persons referred to an agency or employer for service or employment.

STANDARD INDUSTRIAL CLASSIFICATION CODE (SIC)--A scheme for the classification and description of employing establishments by the type of industrial activity in which

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STANDARD INDUSTRIAL CLASSIFICATION CODE (CONTINUED)

they are engaged. The SIC is published by the Office of Management and Budget and regularly updated. Used in the report were the 9 broad classifications of industrial types: Mining, construction, manufacturing (durable goods), manufacturing wholesale/retail, service, and professional service.

STANDARD METROPOLITAN STATISTICAL AREA (SMSA)--A widely used Census Bureau concept for defining urban areas: a county or group of contiguous counties which contain at least one city of fifty thousand inhabitants or more, or "twin cities" with a combined population of at least fifty thousand, and such additional contiguous counties which meet criteria demonstrating their metropolitan character and economic and social integration with the central county or city.

STATE EMPLOYMENT SECURITY AGENCY--The State agency affiliated with the United States Employment Service. The term includes the system of public employment service offices and Unemployment Insurance offices.

STATE EMPLOYMENT SERVICE (ES)--At the state level, the agency administering the local public employment offices; together with the state unemployment insurance service, it forms the state bureau of employment security (or similarly named agency) within the State's department of labor. At the local level, the ES offices provide job-finding assistance for jobseeking residents of a given community, recruiting assistance for local employers, and (in full-service offices, or in separate UI offices) unemployment insurance for the work force previously employed but now out of work. A typical office in a medium-sized city consists of a manager, working supervisors, some 20 interviewers, and another dozen staff persons performing various special services (see separate entries below). There are approximately 2,400 local offices throughout the country, each under its respective state agency; the state agencies, in turn, are affiliated with (but not under the direct control of) the U.S. Employment Service in Washington, D.C.

SUPPORTIVE OR MANPOWER SERVICES--Services which are designed to contribute to the employability of participants,

SUPPORTIVE OR MANPOWER SERVICES (CONTINUED)

enhance their employment opportunities, and facilitate their movement into permanent employment (e.g., day care, health care, and transportation allowances).

UNEMPLOYMENT--Includes persons available for work but without a job and in the process of looking for work, as demonstrated by specific job-seeking efforts made within the last four weeks. Also includes persons on layoff who are waiting to be recalled or who are waiting to report to a new job starting within thirty days.

UNEMPLOYMENT COMPENSATION--The compensation payable for weeks of unemployment in accordance with the provisions of a State or Federal law.

UNEMPLOYMENT RATE--The number of persons unemployed, expressed as a percentage of the civilian labor force.

VETERANS' EMPLOYMENT REPRESENTATIVE (VER)--A worker in most ES offices designated to help veterans find employment.

WAGES--Payment by the hour for work rendered. Total wages for statistical purposes include all renumeration paid to workers, including commission, bonuses, cash value of meals, lodging, and other gratuities, when furnished in connection with job.

WORK FORCE--Total number of persons employed, based on establishment data rather than census data. Because these statistics are derived from surveys of employment establishments, they differ from labor force statistics that are based on household data, because persons who work for more than one establishment may be counted more than once. Private household workers, self-employed persons, and unpaid family workers are excluded, but workers less than sixteen years old may be counted in the work force. The difference between work force and labor force statistics is particularly significant when data are being compared for places where workers commute between areas.